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ABSTRACT

This bulletin is concerned with the efficiency and effectiveness of educational systems in Latin America and the Caribbean. "Adult Education between Two Models" (H. R. Lovisolo) investigates the concept of popular emancipatory education in Brazil and the transformation of MOBRAL (Brazilian Movement of Literacy) into the Fundacion EDUCAR. Conceptual and operational levels of popular education are discussed. A bibliography is included, "Seven Strategies for Improving the Quality and Efficiency of the Educational System" (E. Schiefelbein) lists the early primary grades (e.g., cultural clash between school and home environments, especially in regard to language). Drastic changes in educational and financial policies are called for. Sixteen tables of data point to the reduced quality of education in Latin America. "Teaching Adults for Oral Proficiency" (J. Morris) explains how a new foreign language program was developed in Trinidad and Tobago. An eight-step program was followed to establish an appropriate syllabus. An oral proficiency examination is the main instrument of evaluation. The bulletin concludes with listings of OREALC (Regional Office for Education in Latin America and the Caribbean) activities and publications. (PPB)

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bulletin

THE MAJOR PROJECT IN THE FIELD OF EDUCATION

In The Latin American and Caribbean Region

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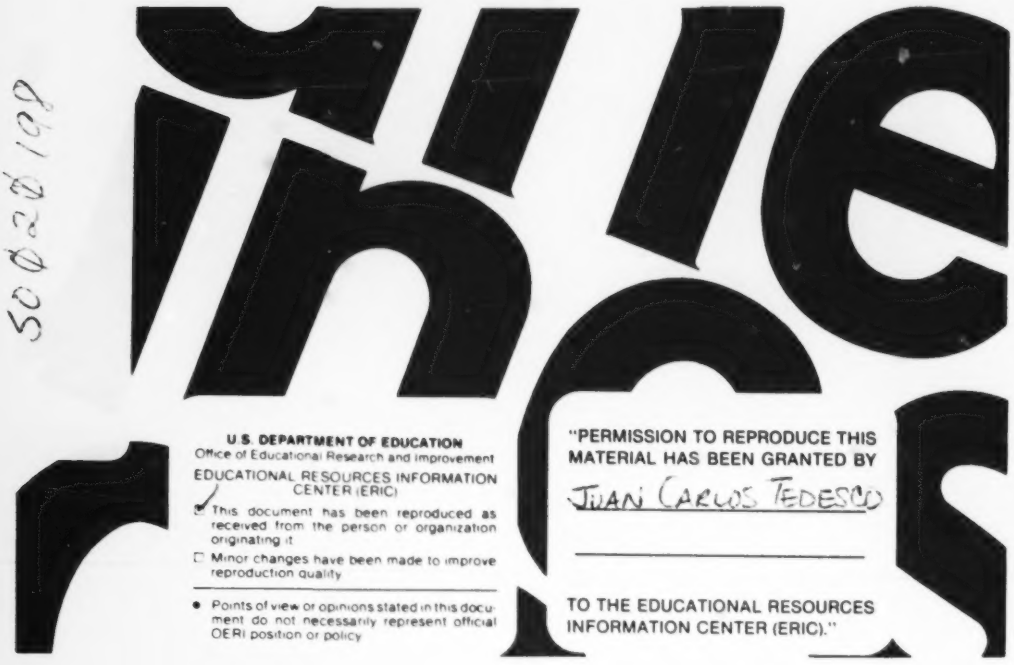

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The Major Project
in the Field of Education in Latin America and the Caribbean
has resulted from a consensus
on the part of government representatives
of the countries of the region
concerning the necessity
for a renewed, intensive and sustained effort
to make good deficiencies and to meet
unsatisfied basic educational needs
between now and the year 2000
as a prerequisite for the development
of the those countries
in line with objectives shared by all
and by means of actions in which
each country's own effort
may be benefited
by horizontal, subregional, regional
and international co-operation.

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THE MAJOR PROJECT IN THE FIELD OF EDUCATION
In Latin America and the Caribbean

SUMMARY

Presentation 5

Adult Education between two models. 7
Hugo Rodolfo Lovisolo.

Seven strategies for improving the quality and efficiency of the educational system. 29
Ernesto Schiefelbein.

Teaching adults for Oral Proficiency. An experiment in Curriculum Innovation. 55
Jeanette Morris

OREALC Activities 61

OREALC Publications 83

BULLETIN 16

Santiago, Chile, August 1988

In order that this bulletin
may reflect in as complete and timely manner as possible
the initiatives and activities carried out
by each and all the countries of the region
in relation to the Major Project in the Field of
Education in the Latin America and Caribbean Region,
pertinent official bodies are invited
to send to
the Unesco Regional Office for Education in
all information they wish
to have published in this bulletin.

The publication of this bulletin has been made possible by the voluntary contribution of the Spanish Government to the activities of the Major Project in the Field of Education in Latin America and the Caribbean.

The views expressed in the signed articles are those of their authors, and are not necessarily shared by UNESCO.
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PRESENTATION

A great number of countries of the region have made substantial progress in the coverage of their educational systems; however, this progress has not brought about similar results in relation to the quality and efficiency of their actions. This confirmation, repeatedly stated in many diagnoses, inspires precise and relevant actions as concerns the Major Project's objectives aimed at improving the quality of education. Ernesto Schiefelbein summarizes seven possible strategies to face an even number of limitations of the educational systems, identified by their impact on student school failure. Hugo Lovisolo, on his part, analyses this problem from the perspective of adults and his analysis aims at assessing one of the most significant experiences in Latin America: that of MOBRAL, now EDUCAR Foundation, in Brazil. To complete the diversity of regional situations in this field, implementation of an innovative programme on the teaching of languages in Trinidad and Tobago is presented, outcome of which may be of particular interest not only for the Caribbean countries but also for the rest of the region.

During April 1989 the III Meeting of the Intergovernmental Regional Committee of the Major Project in the Field of Education in Latin America and the Caribbean will be held in Guatemala. Its Agenda is primarily aimed at promoting discussion on the national and regional strategies to enable adequate achievement of the objectives of the Major Project within the framework of the current economic crisis and of the limited resources available. We trust that these articles, periodically comprised in the Bulletin of the Major Project, may serve to enrich the debates and orient decisions in the near future.

ADULT EDUCATION BETWEEN TWO MODELS

Hugo Rodolfo Lovisolo (*)

The main purpose of this paper is to describe and comment adult education characteristics and problems in Latin America. To this end, I will take, as an empirical aim or immediate reference, the process which led to the constitution of the "Fundación EDUCAR" in Brazil, based on the pre-existing structure of the former MOBRAL. In reality I will focus my analysis on the discursive or ideological aspects of its establishment. Although this reference points to a particular case, it seems that its significance is rather of a general nature and this same characteristic will prevail in the analysis.

Undoubtedly, Brazil was one of the Latin American countries where adult education generated important local initiatives both in conceptual and operational terms serving as basis for experiences carried out in other American and African regions. Differentiated ideological spectra gave rise to the initiatives in Brazil, promoted by the State or social organizations. The "Movimiento de Educación de Base" (MEB) (Base Education Movement), the experiences carried out as of the works of Paulo Freire and of the MOBRAL itself, are well known and frequently discussed examples of differential adult education initiatives.

It is evident that what is presently known as popular education has had and continues having the significant contribution of the Brazilian educators in relation to the action adopted as an alternative to that of the State and as a process of consciousness-raising and liberation. In the meantime, it was during the so-called authoritarian State that MOBRAL's action was outlined and implemented, which in a sense is also an example or model of literacy and continuing education of adolescents and adults.

With the restoration of democracy or rather with the process of democratic transition which Brazil is still undergoing –at a delayed rhythm in the opinion of many of its actors– MOBRAL's transformation into "Fundación EDUCAR" explicitly aimed at continuing adult education within new models or paradigms was initiated.

For many years educators of popular education had strongly criticized MOBRAL's educational work, both in terms of efficiency in the field of literacy and in relation to its ideological and adaptable action to a social order deemed unjust from their viewpoints. Thus, throughout its process of change, sceptical and critical voices stressed that it was impossible to create the "new" founded on such an "old" work structure and tradition. These critics believed that the new Institution was inheriting human and financial resources, guiding principles, action guidelines, evaluation of experiences, in one word, all that desirable or not was part of a more than ten-year old Institution. This would be a very heavy inheritance to be removed, in spite of the good intentions of the government itself and of the educators who participated in the reformulation of EDUCAR. In short, they believed that the organizational inertia and the Institution's own educational tradition would inhibit innovative efforts.

Notwithstandig, there were also optimists. That is to say, those who relied both on the will to change of the political moment and on the changing power of the new guidelines, values and concepts for the educational process. They

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basically thought that with the new political situation and with a more thorough and qualitatively different organization of the Civil Society there was room for an adult education action which would be similar to the model upheld by popular education.

They relied, in particular, in an adult education action undertaken by organizations of the Civil Society (these were called "indirect action" in institutional terms). It would be within this framework where the popular education model would have space to develop.

The critics of optimism insisted on the limited incidence of this type of activity, stressing that basic education direct action was and would continue being the predominant process of the Institution, be it due to the internal resistance of loosing control or because Civil Society organizations would not assume full responsibility for adult education actions. Therefore, they seemed to believe it very unlikely that EDUCAR would become a mere financial and technical support body for adult education initiatives of the Civil Society's associations.

The debate, thus summarized, seemed to exclude the perception of adult education ideological difficulties. In fact, two models were constantly confronted as of the years 1984-85 in the Institution itself within its changing condition and, we believe, in most of Latin America. We might call these two typical ideals of adult education as the "school model" or "systematizer" and the "popular model" or "consciousness raising". We stress the fact that it would definitely be a mistake to consider the defenders of the "school model" as reactionaries, preservers of the social order or of any such form. Both models had and have supporters who in no way may be defined as reactionaries; on the contrary, their options favouring social justice, democracy, participatory mechanisms and who are against any form of domination are clear and distinct.

No doubt, this fact complicates the analyses which in the educational field confuse criticism with ideological stigmatization. Nevertheless, it encourages at the same time reflection on contradictions or problems of our current situation which have, it must be admitted, a long tradition of thought. This will be the purpose of the first part of this paper. In the second, we shall try to present the ideological mechanisms to reconcile both models which characterized the establishment of EDUCAR, especially through reflection on its Statutes.

The Popular or Consciousness-raising Model

The Latin American and Brazilian origin of the "popular" or "consciousness-raising model" is known and during the past thirty years given such names as education for liberation, pedagogy for the oppressed and education for resistance, among others. It is also of common knowledge that starting from the pioneer conceptualizations and experiences carried out by Paulo Freire, it became the methodological proposal of the Theology of Liberation, of labour unions and political parties, of the Civil Society's associations and, especially, of the now so-called non-governmental organizations involved in adult education of popular sectors (1).

The different names, on the one hand, refer to specific stances of popular education and, on the other, note methodological and operational differences between the agencies and between their theorists or ideologists. Meanwhile, there is a strong common core which enables speaking with propriety of a "popular" or "consciousness-raising" educational model. This common core becomes the focus of the knowledge-power or education-power relationship in keeping with an autonomy or emancipation project of popular segments and, in general terms, of any social sector considered as oppressed (2).

Therefore, the model's distinctive feature is its effort to develop an educational task whose principal aim is the autonomy, liberation or emancipation of some oppressed sector.Its adequacy to the educational work with peasants, workers, women, indigenous population, black population and other minorities is simply the outcome of the extension of its principles to other fields than those from which it originally generated.

Its other feature is the merging process between educational and political issues within the autonomy or emancipation horizon. It is commonly stated that modernity has, as one of its defining properties, the capacity to dissociate the spheres. This dissociation is made both in relation to the classical dimensions of what is beautiful, good and truthful and to the dimensions of social fields (economics, politics,

(1) Available information on NGOs –very scarce in fact–, note that in Latin America their number and importance has increased with the financial support of religious, state and international organizations. A good summarized description is found in Fernández (1985) and Fernández et al (1986). In the case of Brazil, the author based on a survey undertaken by the ISER estimates that there are one thousand NGOs, of which 50% are involved in popular education.

(2) The links of popular education and, especially, of Paulo Freire's method with the Theology of Liberation are explicit. CF Boff (1980 and 1985).

culture, education, etc.). Moreover, modernity would be also characterized by its systematic efforts to achieve unity or integrity of the spheres, be it from the meta-philosophical standpoint (Hegel, for example), or from those concerning the emancipation or autonomy of the individual or of the social stratum (confer the mythologies on the revolution) (3). In this sense, the merging of education and politics, attained by popular education may be thought to be the present reaction to modernity.

This merging, it seems, has various means of developing and can, as it was repeatedly stated, be perceived as *politics acting in education and pedagogy acting in politics*. Two courses seem to us fundamental in the framework of the above mentioned: the first, the aim and capacity to achieve targets originally pertaining to the political sphere are assigned to education (autonomy, emancipation, etc.); the second, a kind of equalitarian relation is attributed to participants of the educational process which since the times of the Greeks up to the liberal thought is inherent in the participation in the *polis*, that is, it is exclusive and a distinct feature of political life (4). In fact, the meaning given by Western modernity to education is that of a relation between inequalities since it is a link between generations, as validated by Durkheim's sociology of education and restated by Hannah Arendt in her critical reflections (5). With this view in mind, there is no chance of confusing or merging education and politics. This was, nevertheless, carried out by popular education which, contrary to the statements stressing that what is natural is to educate children, it produced the contradiction or paradox of educating adults (6).

Pedagogicalization of politics is the other aspect of the merging between education and politics produced by the popular education model. Basically, this aspect lies in visualizing the political field ant its actions (conflict, struggle, resistance, hegemony, management, leadership and consensus, among other themes) as a privileged learning or educational place, be it from reflecting on the same or from participatory or personal experiences. For this reflection or permanent evaluation of the process or political experience, the methodologies of education themselves would be available or more specifically stated, with the set of values and orientations called "active pedagogies" which popular education incorporates from its very roots (7). In fact, the privilege accorded to politics as an educational place may be extended in all directions in two closely related ways. The first, when the privilege granted to politics is extended to any sphere of life. Thus, the educational places become work, sports, love, religion or any other. Therefore, it is considered that life teaches and, often, that it teaches more and better than any school: "live and learn" becomes the popular education's motto. The second lies in extending, through a diffused notion of power, the political dimension to all spheres of social life. In this way, everything becomes political, perspective which the Theology of Liberation shares with popular education (8).

Let us not forget that we are always attempting to construct or produce an emancipatory or autonomous theory and practice by means of orientations and values of active pedagogies.

In the almost daily activity the basic principle of active pedagogies is that of considering individuals or the group participating in the educational process as having interests, motivations, knowledge and values from which the educational action arises in order to develop new motivations, interests, knowledge and values. Thus, active pedagogies demand starting

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(3) From the viewpoint of Lyotard's work (1986), to renounce to the emancipation position with the subsequent acceptance of fragmentation, constitutes a characteristic of what is now called "post-modern". From his perspective the discourse of popular education continues being "modern".

(4) If popular education is considered to be a link between social classes –intellectuals of middle sectors and popular segments– from a functional point of view it may be considered that the focus on "equality" in the relationship means, on the one hand, to legitimate entrance to intellectuals and, on the other, to extend costly values of the intellectual field to popular segment. Cf. Lovisolo (1987b).

(5) Paiva (1980) noted the possible incidences of Arendt on Freire's thoughts. However, the arguments of the Brazilian educator do not seem to take into account the criticisms made by the philosopher. Cf. Arendt (1972) especially Chapter 6. La Crisis de la Educación (The Crisis of Education).

(6) The statement of the paradox of educating adults has, basically, a relativistic methodological function of the acceptance of adult education. Cf. Lovisolo (1987).

(7) In relation to the philosophical roots of active pedagogies, I basically cite Mondolfo's work (1967).

(8) It may be noted in the arguments of the Theology of Liberation a restatement of the Kantian works on enlightment. Cf. Boff (1980). These works would lead to a psychological and culturizing vision of revolution, according to the criticism made by Anderson (1986).

from the nearest to the farthest, from the concrete to the abstract, from what is interesting to what is uninteresting, from the interior to the exterior. In politics, this principle is understood as a need to carry out transformations from bottom to top, from inside to the outside and in the criticism of impositions and importations.

However, this principle of active pedagogy may be perceived in at least two ways. The first was clearly stated by Alain, gathered from long tradition, and consisted in providing learners with interest, knowledge, values or motivations which otherwise they would not receive if it were not for the pedagogic action. This is, in a natural manner, spontaneous, predetermined, as the learner would not achieve certain destinies or states –according to Durkheim's definition– if the educational process does not "force" him to do so (9). The second, on the contrary, perceives the educational process as a kind of anticipation, of a catalytic effect, which accelerates reaching destiny, and, possibly in a more perfect manner. In this case, therefore, destiny is written in the nature, in the spontaneity of some sort it is a destiny predetermined in the substance of the learner. Note that if we conceive education according to the first of these senses, liberation or autonomy is, in short, a creation of the educator which arises from the learner's motivation , value or conscience. On the other hand, in accordance with the second sense, autonomy or liberation –feelings, knowledge or value, are of no importance here– they would be components in potentia of the human being or of the learner's existence. Thus, education would not take things from the "outside to the inside" or from "top to bottom" but it would be the development of "interior" or "bottom" elements already in existence although in a certain way obscure or latent. It seems to us that this second interpretation dominates the field of popular education.

Control in this second sense has, no doubt, a possible functional explanation. If, in fact, popular education is an action undertaken by intellectuals in relation to the people, working classes or popular segments as concerns adults, any observer could ask himself –as for example, Berger did (10)– what right do those intellectuals have to intervene in the construction of a destiny, in consciousness-raising and in the production of autonomy or liberation. This question is senseless if one presumes that popular education is only the anticipation of a destiny. In fact, our good sense easily accepts that a farmer helps an apple tree to grow faster and more vigorously: This assistance seems not to clash with the prevailing religious commandments nor with any secular moral. However, it does not seem possible for us to accept easily that the farmer changes the apple tree into a lemon tree or into any other thing not inherent in its nature or marked with its destiny. Therefore, the assumption of a destiny is the necessary resource for popular education to legitimate the intellectuals' intervention.

A brief theoretical interval is needed. It seems more or less evident that the sense of interpretation chosen by popular education is in line with the romantic tradition. It is well known that romanticism's active defense for the development of the spirit or nature of people, a culture o social group, is a fighting banner. Historically, in its opposition to illuminism, romanticism was characterized by its populism (truth lies in the people, it remains while elites fade away) by its relativism (there are no absolute truths and each people has its own) and by its expressionism (the authentic masterpiece and the authentic institutions are the outcome of the expression of the "proprieties" of a nation or people and not the cold product of reason or of detachment modalities (11). The similarity of the romantic arguments with those of popular education led Vanilda Paiva to stress the romanticism and populism of popular education (12). However, there are reasons to believe that the illuminists themselves perceived their educational action in a similar way, that is, as anticipation of proprieties which they identified with reason or objectivity. Certeau clearly specified this attitude calling it "the ambiguity of the illuminism" in which education anticipates a destiny of reason for the people but from which it is absent (13). The difference, therefore, between romantics and illuminists seems to be more inclined to the "contents" or "properties" of what is being anticipated than to the act of anticipation in itself. In fact, a consistent romantic attitude aims at the non-intervention or, at least, at the position of the collector of popular folklore who views each piece or characteristic as an undertaking of a supreme spirit. This is not the case of popular education.

(10) Berger (1979) starts from criticism to the assumption that it is possible to assert that a group has no conscience. This assertion would place intellectuals as superior (parents, revolutioners, teachers, radicals, etc.) who should awaken or raise conscience of those who are inferior. Politics would thus lead to considering adults as children and their pedagogy will then become the "animation" or as stated, Veyne (1982) "animation" as a government practice.

(9) Cf. Durkheim's "Sociología de la Educación" (Sociology of Education).

(11) We are here following the excellent analysis of Berlin (1982) on Herder's work.

(12) Cf. Paiva (1980 and 1984)

(13) Cf. Certeau (1982)

We also know that illuminism is characterized by an active struggle against prejudice and authority and against the foundation of both in the tradition (14). It was, no doubt, illuminism that raised the banner of emancipation and autonomy of men. It was this illuminism which, voiced by Kant, insisted on the enlightment as a process by which men are able to make use of their reason, overcome minorities, walk by themselves. ***Sapere aude*** was its motto (15).

Undoubtedly, popular education took up the banner of illuminism. Clear, after Freire's first steps, when trying to form a transitive conscience open to causal relations, free of prejudice and against limiting tradition. Clear, as well in the intentions of constructing a conscience not subject to oppression or resistant to domination.

We know that illuminism and romanticism cannot, at least at present, be theoretically articulated. At the same time, popular education characterizes itself by its efforts to bring together elements of both traditions or, if one prefers, by codifying in a romantic language illuminist contents. Likewise, it characterizes by its endeavour to be different to the political positions widely known as "populists" and "avantgardists". This, no doubt, leads to a consistent inconsistency, as we called its ideological mechanisms in another paper and whose arguments cannot be dealt with here for lack of space (16). Let's turn, therefore, to the "Consciousness-raising model" and its characteristics.

A second basic principle of the active pedagogies which models popular education, is that of the valorization of the self-activity of the learners. This principle cannot be understood only in the obvious sense that learners learn by doing; but in a broader sense that learners must learn to learn to do, learn to question or learn to investigate. Stating it in general terms, what popular education privileges in the open path of active pedagogies, is the way, method, in synthesis, the process. This privilege means that the manner of how things generate or are produced is much more important than the content.

In reality, the privilege granted to the process is a typical value of the political and scientific ideologies, that is, of the discourses which lay down the rules in the ideal, ethic or valid modality of making politics and science. For a widely spread representation of what is democracy, this basically consists of a series of rules for decision-making or for mediating in conflicts. Thus, what is democratic is the production process itself which must abide by certain rules and not by the results attained. Equally sustained by many practitioners of friends of science, is the belief that what is scientific is the method for the production of knowledge, making relative the acceptance that any truth is scientific as long as it is not the outcome of an application of it or of them. Therefore, scientific truth is produced by abiding specific rules for the generation of knowledge (17).

This similarity between education, politics and science, is in itself significant. It is for historical research to establish which field of the human role was pioneer and later on diffuser of the privilege granted to the process. Nevertheless and in general terms, it seems that each case reflects to a certain extent the processes for increasing rationalization which, above all, leads us to take into account the relationship –calculable and optimalizing between means and conditions for attaining the end. As counterpart, we note the tangent by which reason seems to progressively withdraw from the establishment of the objectives or values of the human activity in order to concentrate in the maximization of the means which enable its realization.

In the meanwhile, popular education would seem to accept the privilege granted to the process without withdrawing the responsibility of establishing the action's aims. These are, as repeatedly stated, autonomy, emancipation, downward, upward and inside, outside generation in a participatory and equalitarian interaction.

In reality, what it asserts to exhaustion or to permanent renovation is that in order to attain these aims or values it is necessary that they permeate the educational process. Therefore, in the privilege granted to the process, evaluation or observation is increasingly important in connection with the manner in which these values are being accomplished; it has greater importance than the contents or knowledge "learned" or "transmitted" during the process and which directly refer to the values in question

(14) Ricoeur (1977) states the relationships between basic beliefs on illuminism and romanticism as impossible to reconcile or integrate.

(15) I refer to Kant's famous response to the question on what is illuminism.

(16) Cf. Lovisolo (1987)

(17) In the "positivist" interpretation of science as a method, there is a marked democratic spirit which opposes both the truth as a revelation and as a "romantic" vision taking truth as an expression of genius or of some elite with a specific historical sense. In reality, the Popperian recuse which considers the psychological "aspects" of the scientific creation, may be interpreted as recuse to consider the role of inequality or difference in the theoretic generation.

(18). Thus, it seems that popular education is defined as the ethic of the educational process whose main components are taken from representations of what should be the political and scientific game. It is, therefore, an offspring of the same transformation movement, undoubtedly modern, invented by democracy and by the importance of the scientific method.

It is more or less consensual to accept that one of the characteristics defining modernity is the expansion of individualism. In fact, the conception of science as a method which enables establishing shared inter-subjectivity in the personal adhesion to the rules of the game, is based on an individualistic view of its participants. Similar reflections are applicable to the representation of politics as a democratic game subject to rules.

However, it seems there is a need in popular education for the co-existence of individualistic perceptions of the human and social nature with holistic, though not hierarchic visions. In the definition of the "transitive conscience" proposed by Freire in order to reach the educational process, the control of the individualistic perception and the relations with Popper's thoughts are evident as of the adoption of concepts as an open and closed society. For Popper, open society necessarily has an individualistic composition, that is, it is based on the relationships between individuals and rules established for them. Contrary to this, a closed society is naturally associated with the control of holistic and historically hierarchic ideologies (19).

In spite of these individualistic beginnings, popular education seems to have tended toward holistic positions due to two inter-related motives. On the one hand, the Christian and humanistic influences –criticism of contemporary societies characterized by their lack of solidarity, fraternity, love for the neighbour, that is, by egotism and self interest– had a bearing on popular education argumentation. In fact, in criticism more than a proposal for the elimination of an individualist perception there is the questioning of the dangerous courses of individualism. In other words, everything happens as if individualism, free of moral counterbalances (tradition, religion, group identification, among others) rapidly permeates the ever receptive stream of egoistic passion. Notwithstanding, it seems to us that this type of criticism assumes a traditional modality as, more than eliminating individualism and its possible egoistic passions, it tries to counterbalance it with the forces of collective interest, solidarity, fraternity or love for the neighbour. On the other hand, the romantic influences and especially a certain holistic version of marxism, prevail in the collective nature of emancipation and autonomy. Education ceases to relate itself with individuals in order to become associated with social totalities considered as social classes, groups or segments.

We cannot but mention that the anthropological concepts or certain papers on them, also influenced the holistic trend of popular education. Basically, because to a great extent, anthropology leads us to think, societies it takes as object, as a unit in which the differences between individuals and the notion of individual itself do not play a relevant role in the explanation. In fact, the main feature of anthropology is its dominance over the holistic approach (20).

To the extent that popular education is linked to work with the popular culture and accepts it as a frame of reference for the construction of consciousness-raising, the holistic approach to anthropology had significant possibilities of penetration (21). However it was contradictory as, at the same time, costly concepts to the individualist tradition –such as election and responsibility– formed part of the popular education discourse. Therefore, once more, its discourse was characterized by an attempt to harmonize or reconcile concepts and perceptions of antagonistic visions of the world. Thus, the popular education reconciliatory tendency is constant and consistent.

Individualism will take form both in the effort to create individuals who make use of their rea-

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(18) Cf. Lovisolo (1986, 1987 and 1987 b)

(19) There was a marked influence in Popper's thought especially in his work "Sociedad Abierta y sus Enemigos" (Open Society and its Enemies) on Freire's "Educación como Práctica de la Libertad" (Education as a Practice of Liberty) in which notions of open and closed society and of rationality elaborated by the former are fundamental. Likewise, there will be criticism on the part of popular education educators to Popperian postulates, both epistemological and methodological. This, in spite of the fact that popular education accords high priority to "methods". In reality, it may be considered that with criticism popular education aims at shaking the liberal roots which are its constituents.

(20) Cf. Dumont (1985)

(21) Often popular education perceives educational interaction as a relantionship between cultures or ideologies (dominant-dominated, intellectual and pertaining to people, autochthonous and imported, for example) and consequently, the educational process is considered as a cultural construction. One could say that with the influence of Gramsci's works the political emphasis increases encompassing what is cultural but without the latter being absent.

son and in shaping up hegemonies, although there are those who assert that they are the expression of the autonomy of the popular classes and, therefore, according to the romantic standpoint, authentic. When holism is emphasized, as in some of the works of members of the Brazilian Institution Nova, for example, an endeavour is made to construct a rotating leadership or, in other words, that there be no leaders (22). Restating, consciously or unconsciously, Bakunin's positions it is asserted that any position of "power" corrupts, is authoritarian or eliminates solidary participation (23). Individualism also may take a perverse path. It is not unlikely to find in the popular education discourse arguments approving what Simmel called "qualitative individualism" and whose origin he attributed to the development of romanticism (24). Basically, qualitative individualism is seen in the assertion of each person's difference, in the defense of their particular paths in the world and in the recognition, generally by a small group, of its even unique and original personality.

It seems to us a perversity not to pretend that this is the general feeling of the discursive movement of popular education (25). Let us be satisfied with the outline we have now pointed out and observe the "systematizer" or "school" model.

The School or Systematizer Model

This model, it seems, is elaborated as of the representation of education as a process whose dominant objective is the transmission of a systematic group of knowledge, opinions and values. This systematic group is defined by each society or its dominating fraction as valid, necessary and useful, sacred or any other term which points to its social, political, cultural and/or economic relevance.

The definition of the systematized group is not unanimous in divided or socially different societies. The definition is often subject to controversies and disputes and it is not unfrequent that consensus on it is reached through mechanisms which differ from those of persuasion and that this definition changes by influences of other transformations. In the so-called dynamic societies, discussions over the curriculum, that is, over the systematic and temporary distributed group of contents is almost permanent. On the one hand, discussions arise as to the social group to which the educational contents serve, an on the other, why its adequacy to new context situations and to the development or changes in science, arts, philosophy and ideology is analyzed.

Generally, in our societies, defenders of education as a systematic set of contents insist on the idea that there should and can exist a minimum, basic, common, elemental or whatever name is given, whose definitory propriety is to be learned by each citizen. In addition, it is generally stated that it is the State's responsibility to provide this universal and free, and whenever possible, compulsory education to children up to a certain age. In reality, in the Western cultures this vision stems from deep transformations which lead to the modern representation of infancy and to the axiom that what is natural is to educate children (26).

This axiom has at least two lines of thought which complement each other. The first asserts that it is at a very early age when one learns with greater ease and more radically. In fact, observation of nature seems to indicate that nothing substitutes the care and protection given to young organism. Etnographic observation, in turn, notes the great similarity between children of culturally remote societies, in opposition to the marked difference of adults of those same societies (27). Genetic psychology and psychoanalysis both aim at demonstrating the importance of early age. The second observation notes that education is a relationship between generations, adults and children, old and young, trained or untrained, warriors and non-warriors, in which the former are defined by two correlated attributes: authority and responsibility. Correlated because each is a counterpart of the other and, as Arendt states, when authority is abandoned, responsibility is renounced and in turn one cannot demand authority without responsibility (28).

For the above reasons, when discussing adult education, the model loses its power, and, one might say, its legitimacy, because this is not a relationship between generations mediated by authority and responsibility of one in relation

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(22) As an example see Costa (1984) who theorizes the positions of the Nova group.

(23) Bakunin's classic work on authority may be considered as a source, frequently unknown, of the popular education mottos.

(24) Cf. Simmel (1986).

(25) This movement characterizes the use of active pedagogies in the education of children, especially in the private education sector, as is the case of Brazil.

(26) The well-known contributions of Aries (1978) on family and the child in industrial societies form the basis of these ideas.

(27) Cf. Levi-Strauss (1976)

(28) Cf. Arendt (1972)

to the other. Thus, as mentioned before, we have constituted the paradox of educating adults.

Both of these observations of solid tradition in the western culture, assert the idea that education as an asymmetric process in which information, values and opinions run in the direction of the old to the young, with no concern, in this case, over the fact that it is carried out or not as of what children and young people already know, because the intention is to lead them to what they do not know or to what, naturally, they will not bother to learn (29). For the systematizer model, utilizing active pedagogies is a stratagem, a way to make education less costly, more economic and pleasant: they are adequate means by which to maximize efficiency. Thus, discussions on authority and liberty in the educational process is of minor importance, one might say, in relation to the main problem concerning the fact that education is an asymmetric relationship between generations.

In this context of reflection it is evident that adult education is a paradoxal action, given that being this a relationship between members of the same generation it cannot be asymmetric. In reality, for the liberating thought of the West, the relationship between equals is the political relation by excellence. In politics, in fact, one may learn or may change positions. Anyhow, the relationship in the political sphere cannot be permeated by responsibility or authority, typical of the asymmetric relationship of education. For the liberating thought, Politics exists only when the instrument is persuasion not backed by force nor by authority. Therefore, for the Western thought, when one wishes to transform society by means of education there are only two polar ways to do so: to expel old people from the city, from politics, as in platonic observation, or turn adults into infants who need to be pampered, stimulated, cared for and conducted by a path which an elite, of a different nature, knows (30).

I would say that it is due to this context of traditional representations –which must not be confused with inadequate– that adult education takes from the systematizer or school model, a marked compensatory character. In fact, it is constantly stated that suppletory adult education is barely justified at a turning point, that is, because certain adults did not duly receive the education they deserved or needed. The educational shortcomings may be the outcome of the lack of action on the part of the State, of socio-economic or cultural conditions, of individual factors or of any other nature. The cause is less important in relation to the main problem which must be overcome.

In this way, on the one hand school and suppletory adult education becomes legitimate to the extent that it leads to an "error" of the past; on the other, to an action which is self-defined as transitory, conjunctive or any other term pointing to the fact that its legitimacy derives from circumstances and not from an ethic or a tradition of an understanding of the world. Let us say that, recognizing its illegitimacy, it is legitimized as transitory action (31).

In reality, we might ask ourselves how to fit in these reflections the educational trends called permanent or continuing. These trends play with the term education in a broad sense and define it as an action to which individuals must submit throughout their lives. We know that the virtue of these trends lies in their coincidences with popular education, in criticizing the school model and in accepting education throughout life. On the other hand, the diagnosis of permanent education is of a technological and economic nature more than political and emancipating, as in the case of popular education.

The aim is to educate in order that individuals may be both actors and may adjust to the technological change (32). It assumes that in an economic and technical sense we are all minors in permanent education process (the question on whether this situation is also extended to the political field is important, however, we will not take it up).

We will focus now on the values at play and in opposition in both models or educational stereotypes we have just described.

Current values in both models

Our presentation of the two models was intentionally schematic with a view to distinguishing them. In reality, there are many educators who try to articulate them, not without contradictions in their discourses, sometimes achieving full similarity.

We shall take the differences as values in opposition at two levels in which, usually, educational actions for or with adults are formulated: at the conceptual and the operational level.

At the conceptual level we believe that the

(29) In his reflections on education Alain (1978) emphasized this aspect.

(30) Cf. Arendt (1972)

(31) Cf. Lovisolo (1987b)

(32) Cf. Legrand (s/d)

main differences may be systematized in a table containing the following oppositions:

formal	vs.	non-formal
individualistic	vs.	holistic
instrumental	vs.	formative
universal	vs.	particularist

At the operational level, which in fact forms part or is implicit in the conceptual level, we distinguish the following guiding values of the adult education action:

centralized	vs.	decentralized
State	vs.	Civil Society
responsibility		responsibility

These categories of oppositions are not, however, the only by which adult education can be analyzed, neither are they exclusive of this type of educational action. At the same time, they seem us sufficient for our task, be it in terms of their scope or of discrimination. That is, both models may be clarified through discussion of the senses of the categories in opposition.

The conceptual level

"Formal vs. non-formal" opposition

Taken in a somewhat superficial analytical plan, opposition leads us to the background information, constituted by the national education system for children. Thus, any adult education action guided by the contents and modalities of that system is considered as formal. Therefore, formal education is identified with school education.

However, this identification encounters some problems basically arising when carrying out the classic and questioned distinction between contents and modalities. Would an adult education adopting the same school system's contents be formal although it operates with its own curriculum distribution and time schedule, with specific evaluation of the knowledge adults have upon admittance and of their evolution, among other modality options? If one opts for the classification as of the contents, it is evident that no matter how revolutionary the modalities adopted, adult education continues being formal.

When we compare modalities or methods adopted in the education of children, we may verify the enormous diversity prevailing especially in countries like Brazil, in which orivate education plays a significant role. Thus, we may find modalities or methods which may be classified as traditional, authoritarian, minorizing, terms by which formal education is currently perceived. However, we can also encounter liberal, creative, non-authoritarian, self-evaluative, active modalities or methods, in short, descriptions of educational processes which –just as currently– are included in the field of active pedagogies and above all in criticism of what is formal (33).

It seems then that we can only identify formal education with that of children in two ways: a) according priority to the contents of the formal education system and b) stereotyping, when referring to modalities or methods, the practices in force in child education. From the standpoint of the contents, any form of adult education which teaches how to read, write and calculate will be formal, as it shares educational contents or objectives with the formal system.

This question seems scarcely operational and highly formal. In order to overcome these disagreeable discussions frequently taken up by educators, there is need to provide this opposition with new contents. To this end, we will consider the term "formal" and "non-formal" not as contents, but as tools of ideological struggle for which educators distinguish themselves and delimit positions. In fact and since the Greeks, all intentional systematic, target-oriented education is formal by definition. Therefore, in general and precise terms, "popular", "permanent" and "school" education are all formal.

Thus, what matters is what educators describe as "formal" or "non-formal". It seems to me that basically when educators state "non-formal" they assert a type of alternative education to that in existence –above all– in the State's sphere. And, in a general way, alternative to some privileged dimension of the pedagogic process (methods, evaluations, objectives and content, among others). This "alternativity" dimension became the trade mark of non-governmental organizations –NGO's. At the same time, this dimension involves diagnosis and a hope for the popular education model.

The diagnosis points to the fact that the Sate will not be able to carry out quantitative and qualitative adult education, especially that addressed to popular segments and less still within the framework perceived by popular education intellectuals. Hope rests in the belief that non-governmental alternatives may undertake

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(33) The Brazilian education system was and is classified as a dual education system, for the rich and the poor, for elites and the masses, private initiatives being responsible for playing the dominant role in the training of the former. It is in this field of private initiative where the active pedagogy proposal is the tool through which clients are attracted by means of the school educational proposals. Cf. Lovisolo and Wrobel (1984).

this action. Historically, in different Latin American countries, diagnosis and hope arise in political contexts characterized as "Authoritarian State"; however, it also encompasses national situations in which the so-called "formal democracy" is still in force. In some way, the "alternativity" is not generally considered reliable in the legal mechanisms of democracy by intellectuals involved in the popular education model (34). For the defenders of the school model, formal education means the claim of the role played by the State in adult education and the reliance that education, even though planned according to the content and modalities of the education for children, plays a positive role in relation to the popular sector. Diagnosis, in this case, discredits the hope raised by the popular model and the belief in that only the State has the capacity and resources for carrying out a universal and basic education.

In reality, it is as if the "popular" model demands much from education (consciousness-raising, organization, identity, autonomy, in addition to learning the "techniques") and the "school" model is somewhat satisfied with the "additional", that is, with the reading, writing, calculation and some other contents. In various ways, the "popular" model demands a conversion (for Freire, from the non-transitive to the transitive conscience); more recently, from the theory and practice dominated by the autonomous theory and practice which links it with the sacred field of religious transformations and, as concerns secular issues, to myths on revolution. A conversion based on intentionality and conscience. In opposition, the school model relies on the positive effect of knowledge and techniques, being fundamentally reformist (35).

The "individualistic" vs. "holistic" opposition

This, no doubt, is a significant opposition in the epistemological, phylosophical and political field. The option for individualism assumes the logical or onthological prominence of the part upon the whole, being this the outcome of the interaction of the parts. It is philosophically manifested in nominalism and in political terms within the theories of the social contract. In the economic field, it takes form in the conception on the calculating and maximizing nature of man –homus economicus– and in the perception of the economic dynamics as a product of the atomized supply and demand. The concepts themselves of equality and freedom only have meaning amidst individualistic tradition.

In the meanwhile, various concepts or individual representations can be distinguished in the bosom of the individualist tradition. Following Simmel's ideas (36), we are able to distinguish between a "quantitative" and a "qualitative individualism". The first would enhance the equality of man before the law, the State and God. In manifold senses in "quantitative" individualism, men would be and would have real or potentially, the same competence and rights. As a counterpart, "qualitative" individualism does not focus or emphasize what is common to all men, but takes as axis theme their differences, that is, accentuates the unique and unrepeatable characteristics of each man (37). From its vision one gathers that liberty to develop its personality is a value to be defended. The accent of "quantitative" individualism falls in the liberty to exercise equality of rights.

This synopsis on individualism allows us to understand that the "school" model originates under the shadow of its concepts. Under the "quantitative" version, the educational process will have as its objective a minimum, a basic, a common denominator of knowledge and of intellectual and moral states that all citizens

(34) In popular education the demand of a direct democracy frequently associated with the proposal of technological simplicity is extended to meeting the needs of consumption and production. Ricoeur (1977) indicated the correlation of these two "myths" and their implications, taking the United States and Europe as principal reference.

(35) "Reformism" contents itself with gradual and slow changes which may not be perceived by the actors. An attempt is made to improve the garden we have. The revolutionary attitude advocates radical change, a conversion starting from which increments would be possible. The idea is to plan a new garden, the best in the world, and not simply improve the old. In fact, the revolutionary attitude demands violent fall of power as noted by Anderson (1986). Therefore it is a collective action focusing on time, whereas the reform is perceived in micro-transformations in the course of time.

(36) Simmel links sociologically "qualitative individualism" to the increasing technical labour division.

(37) What is individual to each man has its counterpart in the compulsion for the realization of the self. The search for this realization in a private space would carry it in the direction of the "narcissistic personality". The debate on these matters gained importance with Sennet's (1978), Lasch's (1983) and Bellah's (1985) contributions, which, from different points of view, question the paths of qualitative, romantic, instrumental or expressive individualism. In fact, in every case, what is being questioned is its relation with what is public, history or tradition that would have lost its role as "counter weight" for individualism's perversions.

16

should be able to achieve. The subjects of the educational process are individuals –today children, tomorrow adults, which means citizens– in whom the capability of election and responsibility should be developed, basic attributes of the notion of individual and citizen. The "school" model assumes that this basic training is the State's obligation and is a right pertaining to all human beings.

This privilege granted to what is common, breaks up, when in the ideological space, "qualitative" individualism starts to dominate, phenomenon that for Simmel, is correlate of and could even be thought of as determined by the increasing labour division. New educational demands arise, centered on proposals insisting on the opportunities for the differentiation that education should grant. Concern, therefore shifts from what is common –or what interests the public or society– to what is differential, that which will possibilitate the free development of each individual's personality. Vocational guidance and psychological support will be the technical means through which attempts will be made to articulate "qualitative" individualism's mandate with social and economic demands. Thus, vocational guidance will attempt to harmonize the individual personality characteristics with the market demands. Under the influence of "quantitative" individualism, the State's education function, is to open a big and only door for everyone and all; under "qualitative" individualism the intention is to open as many little doors as there are professions and to pass through them.

The value or holistic options can be understood as the investment of individualist conceptions. In fact, it establishes pre-eminence of the whole upon the part and, also, its logic and onthological priority (38).

Consequently, collective conscience is superior, different and not a mere summatory of the parts –individual consciences– but determines them (39). Thus, individual behaviour is an expression of the whole that determines or encloses it (culture, the social being, the national spirit, the people's spirit, class consciousness among other integrities). Individual behaviour, then, is defined, by the fact of belonging to a whole which constitutes and shapes it.

Educational proposals constructed starting from a holistic understanding, express themselves, above all, in the intention of shaping supra-individual entities in our western societies. The shaping of a "national conscience" of the "people", "class conscience" or the many others, is generally situated in a holistic perspective. The actor or subject of the educational process is a collective actor, substantially collective and not simply the sum of the wills of individual actors (contract or concensus).

In the case of the "popular" model, it seems to us that, historically, a tendency has appeared in the direction of a holistic representation of adult education. In Freire's pioneer work, especially in "La Educación como práctica de la libertad" (Education as a practice of Liberty) conscience is understood in individualistic terms, oriented to establishing a transitive conscience –which could be taken for scientific –within the context of an open society, basically rational, in which individuals could make use of their option capacities and of their individual responsitilities. In the meanwhile, in the later development of popular education, objectives which were related to collective subjects were emphasized, thereby producing a greater affinity of the proposals with the holistic perceptions (40). So, the shaping of the working class, popular segments or popular subjects' conscience, became a proposition as an enclosing instance of individual conscience. The goals of developing a knowledge and a practice of the oppressed pointed, mainly, at a collective instance whose foundation would be prior to any individual conscience manifestation, nearly in terms of singular collective conscience, whose base would be the encompassing and accumulative experience in relation to exploitation and dominance.

Actually, and as a tendency or dominant position, education proposals, formulated within the framework of the popular model, reflect a holistic will of shaping a supra-individual conscience, encompassing and founder of the existing opposition between "instrumental and formative education".

"Instrumental vs. formative" opposition

Discussions on instrumentalization and training are historic in the educational field, though the specific meaning of each term is difficult to define precisely. In general, it is accepted that "instrumentalists" in the educational process defend the distribution of systematized knowledge, which would, eventually, turn into instruments in the life of the individuals. So, there would seem to exist a strong association

(38) Cf. Dumont (1966 and 1985)

(39) In this sense, it is true, the well known Durkheim positions, are held again.

(40) There is, in truth, greater insistence in denying conducts, attitudes or values represented as "individualists", than a clear theoretical fundamentation of holism. In Brazil, the denials to individualist behaviour appear very clear in the works of the Nova group.

between the defence of instrumentalism and individualism, especially the so called "quantitative". On the other hand, the "formative" position would defend the expressive character of the educational function, that is, assumes that the educational process is a moment in which the possibilities of development or expression of –latent or potential– properties of students (individuals or groups) are created or facilitated. The relationship whether with "qualitative" individualism, or with holistic perceptions in this case, are clear.

It seems then, that the discussion between instrumentalization and training places us as if opting for understanding education, whether as a process by which instruments and means are transmitted, or as a process through which conditions are related for the development of potentialities inherent to individuals or to certain collective.

True again, the school model when opting for an implementing perception of the educational process, assumes a modest value. In fact, from the point of view of a tradition aprehending the pedagogical process as a relationship between generations, it admits that old people can only give young people a description of how the world is, according to their own point of view. Nevertheless, this does not mean that old people believe that the world will continue to be the same and that, therefore, newcomers will have all the answers ready. In fact, young people may face a different world and will have to generate new responses. Therefore, old people do not have to believe that their proposals will always be useful to the newcomers. In other words, education should be able to transmit a *stock* on which the newcomers will act, using it, adding to it, or disposing of it. What is new in the "instrumental" approach, is a function of life and not of school: let us be modest and not think that with school or education we will be able to control life. But at the same time, let us show and transmit all that is "good" that we have managed to develop, including evaluations on the "bad".

The defence of training, as we now understand it, means that we are offering possibilities for what is new to come out in the midst of the educational process; so that new potentialities of an individualist or holistic nature, may arise. One thinks, consequently, that the new creative personality or liberating conscience can be developed in the school or in adult education. In fact, this proposal cannot be thought of as modest; on the contrary, it reveals great confidence in the educator's capacity, whether in their science, in their art or in their political conscience.

At the bottom of this political discussion, there seems to exist different ways of thinking about life and school, or life and education relationships.

As for the instrumental position, education is the distribution of the instruments; life is its utilization, disposal, innovation or ignorance. Education and life do not mix with each other even if the latter also hands out instruments but in an aleatory way and with uncertain results. Education distributes them in a systematic manner and wants the scope and depth of its instillation to be accompanied by certainties. The formative position seems to establish in terms of the "popular" model, a continuity between life and education in two directions. On one hand, when assuming that education is an answer to life's demands and, on the other, when pretending to be an expression of life itself. These are, in fact, the terms of popular education's self interpretation (41).

What we are trying to say, may become clearer if we introduce the political dimension. For the instrumental position, the educational process can distribute the political answers that men have produced along their lives. That is, it can be perfectly legitimate to teach "ways of government" of societies with no State, the Incas, Greeks and of socialist forms, real or imaginary. In all, it does not mean that we believe that new political answers can be generated in the educational process. Though also, even theoretical and methodological achievements of science and arts can be distributed, it is not in education that what is new is produced in those fields; on the contrary, education is by nature conservative as it was perceived by Godwin by the end of the XVIIIth Century (42).

It is for this reason that excellent researchers are poor teachers and vice versa, being that in both activities the performance is exceptional.

The "popular" model assimilates the fields and processes that the "systematizer" indicates. It assumes that the educational process itself, is political, furthermore, it tries to carry out through it the ideal of a liberating, participative and equalitarian policy. It assumes that the educational process is scientific and therefore, turns into an apparent place for the generation of knowledge

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(41) This double mechanism can be observed in popular educators as well as in commentators; see, for example, Wefort's Introduction (1983) to Freire's "La educación como práctica de la libertad" (Education as a practice of Liberty).

(42) Starting from this criticism, Godwin in 1973 stated in his work "Los Males de la Enseñanza Nacional" (The evils of national teaching) that "teaching to read, think and converse, was the task of education". Note the objective's resemblance with Freire's initial proposals. As known, Godwin is considered one of the founders of anarchism.

(43). It believes that the educational process is artistic and wants it to be a *locus* for its generation. It believes, finally, that the educational process may be non-conservative, anticipatory and life-innovative.

The "school" model and its instrumental value are the offsprings of modern life; it assumes a world separated in spheres, each one with its own functions, objectives and rules of the game. Education as an asymmetric game; politics and science as symmetric games. The correction of the scientific error –through theoretical and empiric criticism– is not to be confused with the correction of the error done by the student. The first of the corrections is not destined to modify he who believed in the error, but to formulate a correct description of the world, that as a by-product corrects the ones that did believe. The second correction is destined to modify the child with a right to err and to be corrected (44).

The "popular" model and its version of the formative value is a reaction to modernity whose roots are, undoubtedly, in romanticism. In fact, it tries to join together what has been separated –the politicalization of education and pedagogization of politics –and wants to play an educational game as if it were political or scientific, that is, among equals but different. In this proposed game what is achieved in reality is the capacity to structure the pedagogic game, with values, rules and norms typical of the science and political games. So, education becomes politicized but it also becomes scientific despite the anti-scientific or anti-academic bravados of many of the popular educators (45).

The "Universal vs. contextual" opposition

There is a strong tendency to carry out an educational practice of a universal character in the "school or systematizer" model, be it in terms of its contents or of faculties it tries to develop (reason, observation and experimentation among others). Behind these stances there is the belief of a universal man, a product of the evolution of reason whose basic components, would be given by the illuminists' vision. In fact, the model assumes that the local ethnic, religious barriers or of any other type causing separation among men, are destined to disappear with the economic, political and cultural development advances (46).

It is evident that the opposition to this vision, brings out all that men present as differences, singularities, particularities. In this way, each nation, each social class, each religion and each ethnia is an entity meriting its own right to existence and, when under domination, having a right to a protection guaranteeing the development of its potentialities. Formative education will attempt to create conditions for the development of holistic or individual characteristics of "qualitative" perception. This leads education to be perceived as acting at a "contextual" level and that it emphasizes the development of proprieties or characteristics that allow delimiting the context.

In a certain way, the analyzed categories have a strong tendency to grouping in defined modes. Let us say, that individualism attracts instrumentalism and universalism, whereas holism attracts the value of formation and of context. This allows us to define the "school" and "popular" models as idealistic types, though having a historic foundation on account of the blending together of the alternative categories present in the game.

Empirically, in the concrete variations of the education proposals carried out by educators, there is a strong tendency to articulate categories taken as opposed traditions of thinking. In this way, a reconciliation spirit that –not being at all an object of criticism from and ethic point of view, as sustained by Kolakowski in his "Elogio de la Inconsecuencia" (Praise to inconsistency)– creates unsurmountable theoric inconsistencies for educational dynamics (47).

It is not surprising, therefore, that the defence of instrumental, universalist and individualist values, line up with the simultaneous defence proposals of what is educational and contextual, and this, in turn, in proposals that in *prima facie* may be characterized as educational

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(43) This proposal is, by all means, totally formulated in Freire's "Pedagogía del Oprimido" (The Pedagogy of the Oppressed). This work is about the "reconciliation" between educator and student as a pedagogic problem and is carried out by turning the latter into a researcher. For more details consult Lovisolo (1987b).

(44) No doubt it is Alain who has written the most interesting works on this subject.

(45) The anti-academic –and sometimes, anti-scientific level, especially in relation to science practiced in the University– is one of the elements taken to criticize the romantic and populist side of popular education. This is only apparent, as, in fact, the illuminists themselves criticized the university, preferring, academies instead. Popular educators desire a popular science, democratic, useful, within people's reach and, if possible, with participation in its production.

(46) The liberal root of these conceptions, is evident. With all, it is the same belief in the elimination of barriers that separate men, that allows thinking about the world proletariat revolution.

(47) Cf. Kolakowski (1979)

and systematizer and directly linked to illuminist tradition. No less frequently, proposals integrated into the romantic tradition and which are presented as defenders of the "popular" or "consciousnes-raising" model, turn the cited contextual reference into a mere pedagogical stratagem, from what is "contextual" as a means to make it vanish into what is universal. This is, quite often identified with a manual version of the Marxist theory. Thus, the "popular" model ends up by finding its way through values and attitudes considered universal despite its ironcast defence of what is particular. In this sense, the defence or relativism –present in the protection and valuation of what is "contextual", is a stratagem present at the start but never an end result (48).

Operational level

The "centralized vs. decentralized" opposition

This opposition gains relevance in relation to the State when it plays an important role in adult education. Usually, the opposition refers us to two levels: political and administrative. So when decentralization is interpreted in political terms, its sense is equal to the classic contents of democratic participation, especially to the so called direct democracy which since Aristotle through Voltaire to Rousseau and many others, states that its validity is possible only within a small group, or as Aristotle put it, in a group of such size as its end could be reached by men's voices (49).

When this is the case, any form of decision making and execution being carried out farther than the base group, will be considered as centralizer and anti-democratic. Decentralization is, then, interpreted in a political language as a process of decisions from bottom to top. Centralization, as a decision from top to bottom, will be anti-democratic, anti-participating and demobilizing.

It seems to us, that this is the significance attached by the "popular" model to centralized-decentralized opposition fundamentally from a political point of view.

The "school" model, on the other hand, rather prefers to generate an administrative interpretation of the opposition. In this sense, the opposition situates itself in relation to organizative levels of the State, that in the case of Brazil as many others in Latin America, have three instances: the Union or federal; the sate or provincial and the municipal or district. In general, the "systematizer" model interprets decentralization as the process transferring resources and competence for the Union's resolution and execution, to the states and from these to the municipalities. So, the decentralization of First Grade teaching in Brazil meant that its responsibility, is a municipal competence.

Ideologically, administrative decentralization is related to politics. These relations are based on the assumption that the least administrative levels of the State's structure would be more pervious to proposals or suggestions from the base. The "prefects", managers or mayors and town councillors would have a closer relation with their political base groups than the higher level representatives. As a general consequence, it is assumed that they would be in a better position to listen to the "voice of the people" and additionally, being nearer, they are more alike, therefore, easier to understand. If this argument is accepted, then the administrative and political matters blend or, at least, draw very near to each other.

The rejection of this argument is based on two sociological perceptions. The first states that the trend of lower level authorities faced to segmented or heterogeneous communities, is to listen only to the "representative" voices, that is, those of the owners of the economic power and local social standing. The second perception would state that the proposed relations would only have some sense in the case that the dominated segments were highly organized, that is, if there existed a Civil Society solidly organized. And, in this case, the opposition would again become political and not simply administrative.

In truth, the Brazilian administrative decentralization experience of First Grade education does not show any signs of incidence upon its contents, teaching modalities, school schedule, time schedule and evaluating modalities. So, administrative decentralization did not generate differentiated or diversified educational proposals according to local demands. Let us say that a "contextualization" of the education process was not achieved. As we will see further on, "contextualization" did not operate in the State's adult education, despite it had become one of its acting standards.

It is evident that when the First Grade is visualized as much as a path for other stages of the educational system (Second and University), as for the final stage for a future insertion in society –not necessarily local, but that in practice preas-

(48) Especially when the result is the explanation of a universal theory of exploitation such as marxism which assumes a rational and not at all relativist framework.

(49) Voltaire and Rousseau would retake this idea. In fact, for the former it is the complexity of what is social what hinders direct democracy and forces representation. This argument continues to be valid in today's political discussion. Please refer to Bobbio (1986).

20

sumes migration– contents appear as predetermined. In the first case, because entrance to the other stages is already given. In the second, because faced with an unknown destiny, the learning of the common and universal is a much more flexible instrument than the one learned through what is local and particular. Thus, it is preferable to learn the decimal metric system than the measurement forms used at the local level; it is preferable to get to know the great national writers than the local poets, troubadors and story tellers. Notions on world geopolitics are more important than notions on local power appearing only in parochial conversations.

The situation does not seem to change substantially when we see it concretely in the field of adult education in Latin America and, especifically, in Brazil. In fact the greater part of adult education demand is for literacy. Illiteracy concentrates above all, upon the "depressive" or "backward" zones, more frequently, rural zones which are traditionally the ones that provide migration to the cities. In the concrete case of Brazil, the north east rural zones which concentrate the most quantity of illiterates, are undergoing a process of rapid loss of relative population, significant, as well, in absolute terms. Literacy then, appears to the actors in the sense of an "outgoing" instrument of search of new horizons for activities or jobs in the urban centres. In this sense, a strong demand for universal instruments is generated (taken as urban and national or dominant) scarcely contextualized and on an individual utilization perspective. The arguments of the "popular" model in this type of context, are frequently, conscious or unconscious, utilized as a educational stratagem, that is, as facilities within the general frame of active pedagogies orientation (from near to distant, from what is concrete to what is abstract, from what is of immediate interest to what may only interest in the long-term). The local context takes then, an examplary function, especially when local exploitation is used to explain the truth of the universal capitalist exploitation present in marxism (50). So, the political decentralization proposed by the "popular" model, turns into a pedagogical path for the construction of a democratic order, that, as we have already observed, has to be the practice of the popular education group. As for the systematizer model, decentralization is an administrative process within the State, that assumedly, will turn it to a more efficient educational practice, adapted to the local one.

"State vs. Civil Society" opposition

There exists within the "systematizer" model, a constant defence of the State's obligation and responsibility in the field of education, as the latter is rated as a citizen's right, at least in its basic or common module. This will should be expressed in the spirit of prevailing laws in most countries in Latin America. The State would fail in its mission if it does not succeed to transmit the benefits of education in terms of its scope and quality. That is, when it does not transmit a minimum group of systematized contents to all citizens.

Actually, the popular model presents a different version of the State's role. In it, even though the cyclical factors perform a significant function, it is its substantive position that explains the particular treatment. At this turning point, popular education dominantly developed within prevailing authoritarian governments. In this sense, one could think that its position in favour of a Civil Society education is a result of its acting limitation vis a repressive context. Consequently, its position would be the result of a specific turning point prevailing at the moment. In a more substantive dimension, it could even be thought that its option for an adult education carried out by and for Civil Society organizations, is a part of its deepest conceptions. In fact, with Freire, popular education emerges aided by the diagnosis that Brazil lacks the development of a Civil Society, strong and acting because its institutions are a result of imposition and not of an authentic development from within to without and from bottom to top (51).

Deeply linked to the project of developing what is lacking, a Civil Society, authentic, autonomous and acting emerges. This, according to its pedagogic conception, cannot be donated or inherited. So, it is felt necessary that the instances of a Civil Society be developed in the educational process itself as this is the movement realizing the educational action.

It is obvious that it was the liberal thinking

(50) In the discourse of popular education agents, echoes of Marx, Freud, Focault and others, are of actioned practice. There is, generally, a blending of exploitation, repression and discipline or normatization, to which, in a global manner, liberation is opposed.

(51) In this sense, Freire retakes Brazilian essayist tradition on the same lines as Oliveira Viana insisting on the inorganic character of the people and of the Brazilian institutions, not excluding by all means, the shapeless character of the elites. In general, analyses in Latin America are limited within the representation of the "centre" as being outside or on top, and, consequently, our dynamics would not be considered "authentic". The romantic foundation of these interpretations is more or less evident.

that scattered the idea of liberty for an educational option and, consequently, of the private education option –not automatically equivalent to commercial or profitable education faced with the State. The result is, therefore, that popular education restates its arguments in the defence of an autonomous ideology of the popular segments and of educational organizations.

These organizations assert their claim, in a general way, to the State's support as long as the latter does not eliminate their autonomy of action. The State's point of view poses two main issues: when supporting educational NGO's should the State abandon all pretentions of establishing its own educational contents? and, how should the State give account to the Civil Society of its applications or financial support being given?

The MOBRAL-EDUCAR process: between two models

In the process of transforming Fundación MOBRAL into EDUCAR, the disputes between the defenders of each model was a constant. In fact, important representatives of both positions advised and participated in discussions with technicians and directors of the Institution. At the time Freire was offering conferences, a Basic Education Programme was being elaborated to be implemented with adults all over the country. Both models counted within its midst, with defenders and critics and it seemed there were no decisive arguments from either part.

The dynamics acted as if the Institution had integrated both models as feasible and did not count internally or externally with elements that would permit it to opt for one of them. Our hypothesis vis this conflicting situation is that it was opted for a reconciliation of both models. This reconciliation meant that in the conceptual plane, the "systematizer" model was chosen, and that in the "operational" plane, the arguments of the "popular" model, were accepted. This certainly resulted in a dual action of the Organization whose effects will still have to be evaluated.

To be able to understand this "reconciliation", it is necessary to keep in mind that MOBRAL entered into the 1980 decade with clear signs –especially censual– indicating that it would not be able to eliminate illiteracy or to reduce it by near 100%. A certain institutional omnipotence is questioned. Comments are heard about "authoritarian blunders", expression created by Vanilda Paiva. The Institution loses legitimacy and the jokes about its action grow. The doubts about MOBRAL's fate accumulate during the first years of the 1980 decade, and even in the midst of the Organization, the doubt about its actions grew stronger, while it progressively lost credibility and support.

At the same time, the debate on school education grew in Brazil. Dropout and repetition rates in First Grade Schools rose alarmingly generating illiterates and semi-literates. Diagnoses multiplied: lack of material and human resources, underpaid teachers, insufficient professionalization and lack of a teacher career, no pedagogic tradition in co-existence with a daring experimentation, inadequate school enrolment in respect to the culture being offered and clientele demand, lack of commitment or political concern of teachers, inadequate governmental action or definitely its absence, were some of the reasons stated in various weights and measures.

Let us say, that along with the democratization process of the 1980's and the return of exiles linked to popular education –among them the loved and admired figure of Paulo Freire– the "popular" model gains a more open discussion space; it is legalized. Its arguments occupy a considerable space in educational discussions.

Within this context, a revaluating current of the First Grade public school emerges with great strength. A revaluation of basic, formal, school, universal and instrumental education, whose dominant objective would be to train the citizen-individual. In fact, this current found an operational ground in San Paulo "Secretaría de Educación del Gobierno" during the Montoro management (52).

The popular or consciousness-raising model, according to this current of opinion could have collaborated in the discredit of the school and of the public education at all levels by its criticism to authoritarism, to the assumed domination that the public school would transmit, by the rupture of the asymmetric relations between teacher-student and by its strong romantic tendency to consider –*ad absurdum*– the knowledge as being actively generated by the student. In all, its action would have had bearing both on the value of transmitting systematized knowledge, and on the manner in which the school functions. There could, then, exist the accusation of an educational populism, of which the "popular" model would be a constituent factor affecting the credibility and legitimacy of the public school and of public education in general.

MOBRAL, in adjusting its actions, had gone through several movements, all of which were by all means contradictory. As the 1970 decade advanced, MOBRAL attempted to widen its range of action taking community activities as its axis: "New Community action MOBRAL" was the slogan at the time. But, in fact, this possibility drained out quite soon. More or less simultaneously, MOBRAL was receiving Unesco's in-

(52) Cf. Mello. org. (1985)

fluence –especially through the Educational Research Institute in Hamburg– in relation to its articulation with the formal education system, that is, insisting on the feasibility of a linkage between "formal" and "non-formal" actions. The MOBRAL action situated itself, consequently, as a re-insertion bridge into the formal system. In fact, MOBRAL had been operating since its constitution as "supplier" to its clientele. That is, opening new opportunities for those going through literacy, fundamentally, for those in the "Programa de Educación Integrada" (PEI) (Integrated Education Programme), professionalization actions, health education and work education among other various experiences. Meanwhile, it seemed that these non-formal actions were draining out its potential while, at the same time, the possibility of a more integrated action with the formal system, begins to appear.

These contradictory adjusting movements with diverse ideological influences, signal the loss of action autonomy and the deep problem of an Institution, that, hounded, has to find ways of legitimation. This situation is felt as a "crisis", particularly by its technicians or educators. The context of the debate seemingly suggested two antagonistic outlets: Carry out a violent approach to the formal system, made easier by its earlier integration to the First and Second Grade Secretariat of the Ministry of Education and Culture, or initiate an even more significant approach to the "popular" model. In reality, these inconsequent solutions –though not pejorative– were the attempt of a reconciliation between the two proposals with the transformation of MOBRAL into EDUCAR.

The "Comisión de Elaboración de Directrices Político-Pedagógicas" of the Fundación EDUCAR would reflect, once more, on the ideological field constituted by both models: "systematizers" and "consciousness-raising" will be seated at the same table and will elaborate a hybrid paper, if the point of view of both respective models is to be considered, though it might be thought that the blending is deeper from the standpoint of the "popular" model. The fusion goes, fundamentally, through the unction of the operationality of the "popular" model with the instrumentalizing demand of the "systematizer" model.

By 1985, the way to the reconciliation of both models, is already strongly expressed. The document "Principios Norteadores da Ação Educativa do MOBRAL" (MOBRAL's Educational Action Guiding Principles), dated October 1985 and elaborated along the year, stated that:

> *"Education should take up once again, today, its function of transmitting systematized knowledge... Thus, the desired goal is to improve teaching aimed at popular segments, through qualified teachers, with complete command of logically structured and organized contents. Therefore, fundamental tasks are: to qualify teachers and offer material conditions compatible with a commitment to work with adolescents and adults...*

Let us observe that this document is clearly "systematizer". The document goes on:

> *"Additionally to their complete command of the contents, the teachers should be conscious of their social role in this construction process of knowledge and promotion of critical reflexion, so that in their educational practice they may help to possibilitate the effective obtention of knowledge. It is to be understood that the essence of Education is contained in the student-knowledge relationship in which the teacher is the mediator, capable of propitiating the reconstruction of knowledge".*

The role of mediator assumed by the teacher and the importance given to his "social" conscience, establish a certain proximity to the "popular" model concepts. Nonetheless, the proposal continues its conceptual approach to the "systematizer" or "school" model.

> *"This proposal foresees the establishment of minimum educational contents to be guaranteed in a universal manner. Taking into consideration the scope of the pedagogic activity of MOBRAL, said minimums will be referred to the contents of the first four years of Primary School, whose equivalence should not be interpreted as a mechanical identity with the contents of the regular system. The structure of the educational proposal will be given based on modular sequence, being literacy its first module".*

Save for certain exceptions, the text is clearly favourable at the conceptual level to what we know as the "systematizer" model. In fact, universalism, instrumentalism and individualism are therein contained in a structure building form.

An important aspect stated in the transition documents, is the sense attributed to "criticism". We have already said that in the consciousness-raising model, criticism only touches the discourse on emancipation. That is, criticism integrates knowledge under the political perspective of liberation or autonomy. Without this perspective, criticism can be decoded as a group of internal mechanisms of scientific logics (formal criticism and empiric criticism) meaning, likewise, a definition of the scientific thought in relation to common thinking. In reality, in the d wn of popular education, formal criticism is present (Freire's concepts on non-transitive and transitive conscience), though gradually it has been subject to political or emancipating criticism. The document we are now analyzing, in

fact, is inclined to a formal definition of "criticism".

"In the conception of the curriculum assumed here, the contents should, therefore, correspond to the educational minimums that integrate and overcome common sense empirism, reaching a more encompassing and universal knowledge. These minimums include mastering reading as well as comprehension, and clear and correct writing, and next, full command of the Portuguese language, mathematics, social studies and natural science".

Within this context of orientation the "natural universe" of participants –and, in fact, their experiences and interests– will only attain a meaning in the measure that they are a part of the pedagogic stratagem as the target has already been foreseen in the curriculum distribution of a universalist and instrumentalist profile.

In reality, the grades of liberty of the pedagogic process are transformed into content distribution modalities. It is on this aspect that reality will be considered and in which educational work exists. Orientations emphasize two aspects that should be brought to mind: the sociocultural experiences of population served by the programme and the specific needs of the group to which the proposal is directed (young people and adults).

These orientations seem to have recovered the abc of the original popular education concepts. Nonetheless, having been deprived of the basic postulate of the popular model –the latent or manifest desire for liberation– they turn into a formal orientation perfectly applicable to child education, above all, when starting from the principles of active pedagogies. It is a type of mentality, implicitly or explicitly scientific, that needs training.

"There lies the base of a really solid educational process which concretizes its democratic function in the measure that the learner is capable of developing criticism and thinking autonomously, of using reasoning for analysis of interpreting and understanding reality establishing relationships between facts, objects and situations, of questioning and doubting the "eternal truths", of creating what is "new" and not merely repeating what others have already done. All this preassumes an organized model, with clear objectives, being the practice oriented by methodological guiding principles of the educational action and capable of guaranteeing the achievement of said objectives".

In this definition of the criticism and the role or objective of education, the vision of man characterized by a universal reason, materialized in science and with powerful illuminist roots, is clearly perceived. It is true that this same reason marks the positions of the popular model, even when it is reconciled with the romantic arguments. As a whole, in the case of the EDUCAR documents, what is "new" also establishes relations with popular education versions, as it apprehends the educational process as more than just a mere transmission: that is, it attaches a creative role that for a clear illuminist reading would possibly be in the field of scientific research but never in the education terrain which is transmission.

Later documents will be variations with no structural corrections, of the one we are referring to. Fundamentally, the proposal is still systematizing or schooling even though it attempts a reconciliation –methodological and operational– with the popular model, but leaving aside the strategic place of the liberating principle or emancipation. In fact, when a proposal is defined from the State and deals with the State's formal system, the main reconciliation with the popular model will be given in terms of operativity; that is, at the level of the proposal's execution, stressing the indirect action. In other words, the agreements for the organization of actions with organizations belonging to the Civil Society.

Later official documents –"Educaçao para Todos" Programme (Education for All Programme); decrees 91980 (25.11.85) and 92374 (06.02.86) and "Portaria" 284 (23.04.86) reflect the basic elements already described.

Along with decree 91980, the changing of the name takes place and its rights and objectives are established. The provisions of the decree assert that "the enlargement of access opportunities and the return to school constitute one of the guiding principles of the "Education for All" Programme. The eradication of illiteracy is established and literacy programmes and basic education for young people and adults, are implemented, as a way of making possible the effective and conscious exercise of citizenship.

The legal responsibilites of the new Foundation are:

- Promotion and establishment of resources for the execution of literacy and basic education programmes.
- Formulation of specific proposals and the establishment of operational norms.
- Promotion of the generation and improvement of teaching methodologies.
- Stimulation of values and capacities of responsible teachers.

To these general formulations, an important condition on operation was added in the third article of the decree, considering that proposals "will be executed in a regionalized and participative form by the states, the Federal Disctrict,

territories an municipalities or by other public or private entities".

Taking into consideration the main concepts of the decree, the following characteristics should be observed: a) the decree opts for the systematized model by the option of the referential Formal System, in the access and return of "All" to school; (b) the universal school objectives are accepted once again as well as the individualist and instrumental concept of citizenship; (c) the intention of a reconciliation with the popular model seems to be implicit but not explicitly stated especially called forth in the term "conscience"; (d) there is acceptance of administrative decentralization and participative aperture, as well as political decentralization of the Civil Society.

The most significant aspect of the popular model incidence, is to establish that the Foundation should assume more responsibility for incentivation, promotion and stimulation rather than for direct execution. In fact, this activity thus formulated would seemingly come into contradiction with the formulation of proposals or the Basic Education Programme of a centralized modality for the Nation as a whole.

The document: "Fundación EDUCAR: Directrices político-pedagógicas (EDUCAR Foundation: Political Pedagogic Guidelines) elaborated by a board comprised by educators and technicians consubstantiated with both models, insists on reconciliation. Let us observe some significant instances of such reconciliation. The document accepts that education should be for all and train the citizen in accordance with participation ideals, so that he can act in the generation of decisions. We see here a similar treatment as that given to children, who are trained so that they can later act. Evidently this principle seems to be in opposition to the actual one upheld by popular education in the sense that action and training (critical reflexion) would be the analytical instances of a same concrete process. In this case, knowledge or theory would not appear before praxis. In truth, the conception of the document seems to approach the liberal representation which, as we already know, perceives information and training of a citizen as a pre-requisite to participation.

The document upholds that the construction and consolidation of the democratic regime, pre-assumes the effective realization of an education for all programme. Thus, democracy demands educated, consciencious and critical citizens. It is necessary, therefore, full command of the reading, writing and calculation codes and the indispensable knowledge for understanding modern life in its different aspects. Note that these definitions operate in the same context in which illiterates in Brazil are granted the right to vote. Thus, what constitutes a condition for political participation in certain prevailing instances of the liberal model –a minimum or basic education– is displaced as an act carried out after the granting of such right. Parallelly, though not as clear as it should be, it would mean that only property owners have the education that enables them to vote and if the non-property owners are given the right to vote, then, an agency in charge of their "training" would be created, It seems unnecessary to emphasize that for the actual variants of the "popular" model, it is within the participation process that training should be processed and this is only possible starting from a full adult participation.

The basic document follows on the same conceptual line asserting repeatedly the precedence of information and education over participation. It could be assumed, consequently, that illuminist and liberal influences are determinant. In opposition, the "popular" model was characterized during the past years by the accentuation of its "romantic" stream and upon this optic it emphasized that participation sprouts from more than just information or the knowledge of feeling when faced with injustice. In several senses, participation results from ethic valuation and from commitments instead of withdrawal founded on reason.

We can now make relative the reconciliation concept between the two models which up to now we had proposed as criterion for reading the document. This relativity would make sense if we were to consider as limiting frame, the "bureaucracy dilemma" (53). Stated in a simpler way, this dilemma would tell us that at the same time bureaucracy should formulate public political proposals technically based and attain population support and adhesion for carrying it out. Let us say, that the dilemma implies "to reconcile" what is technical with what is participative and this, as we well know, is no easy task. In the actual educational context, the "popular" model is characterized, more so each day, by the image (self image?) of being capable of generating participation and adhesion. Therefore, a conceptual systematizing, proposal takes as a *modus operandi*, elements from the popular model. It implies then, that by operating with its concepts the hoped for adhesion would be obtained and, therefore, the proposal's efficacy should be achieved.

In all, it seems to us that this is possible as the strength-ideas of "illuminism" and "romanticism" –present in our culture– posess the power of conjuring reasons and feeling. That is, they are present as values upon which we are not allowed to realize a one and only option. We are, in manifold ways, illuminists and romantics at the same time, inconsistents, in Kolakowski's

(53) Cf. Offe (1984)

sense. It is within this frame of inconsistency that the attempted articulations between both traditions by the popular model, may happen, but it is within the same framework that the institution's discourse hopes for reconciliation having adhesion as reason, translated, in turn, as legitimacy or concensus between the conceptual systematizer and operational model of popular education. Thus, it seems to us that in the educational field the dilemma will continue to be alive and more than just an option, we will recurrently meet with formulation attempts consistently reconciliatory though inconsistent from the view point of theoretical demands.

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SEVEN STRATEGIES FOR IMPROVING THE QUALITY AND EFFICIENCY OF THE EDUCATIONAL SYSTEM

E. Schiefelbein (*)

There has been a noteworthy progress in the access and coverage offered by primary education in Latin America, but the public education systems have not been able to overcome the academic failure of a great number of students of low socio–economic strata especially in rural areas and, additionally, efficiency of the educational systems has been reduced.

Progress in coverage has enabled attending three out of four students of the primary school age group, but during the past decade school failure levels have increased, reflected in the fact that the average student of the public sector will have to attend school for about two years in order to approve each grade of primary level. This implies duplicating the financial resources needed within a situation in which an adequate combination of theses resources (including good pedagogical techniques) may allow for the optimum academic achievement of the students, especially in the first grade of the rural public primary school where school failure is significantly high. In short, if the aim is to improve the quality and efficiency of education, similarly to that achieved in terms of access and coverage, there will have to be a drastic change in educational policies as well as some changes in financial policies.

The reports on the evaluation of recent innovative experiences in Latin America suggest that efforts should concentrate in the design of strategies aimed at reducing the impact that the following seven limitations in school failure seem to have, especially as observed in the first grades of primary education:

1. The limited time assigned during the first grade to activities of preparedness for the basic skills of reading, writing and calculation, wich are the real criteria used at the end of the first grade for the students' promotion or repetition.
2. The cultural clash which exists in many cases between first grade primary school environment and the home, is especially strong for those who do not speak the language being taught or that operate with very different socio–linguistic codes.
3. The great heterogeneity of students' age, experience, interest and capacity for learning, especially in the first grades and more so in rural areas.
4. Exogenous restrictions (from the educational system) to attend to school, for example, those generated due to lack of proper nutrition, access to health services or transport to school; these limitations constitute barriers difficult to overcome by the personal effort of each of the affected families.
5. Lack of incentives for recently graduated teachers (men and women) willing to work and live in remote regions, since working as teachers, only seems to be profitable for

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women and these, in turn, are afraid to remain by themselves in rural areas.

6. The difficulty in seeking and putting into practice at the local level, timely and feasible solutions with means at hand as problems are being detected; the children of local leaders, usually attend to private schools so they concentrate their energies, skills and vocations for service in them instead of improving the public system.
7. The lack of mechanisms and processes in Ministries of Education and regional education units for a timely identification of the most inefficient schools, so as to focus on them their supervisory capacity and implement without delay the necessary corrective measures.

Furthermore, it would be useful to include as an 8th limitation the financial restrictions, especially those related to low salaries of teachers and supply of supplementary elements to the teacher's work (texts, chalk, electricity, telephone, paper or travels of supervisors) which would enable maximizing productivity of the social expenditure in teachers. Nonetheless, despite the dramatic seriousness of these problems, the economic crisis which affects us today suggests that the present priority of governments in education is to use available resources in a different way to allow maximization of the quality of education achieved by the students and greater efficiency in operating the primary educational system.

Despite this economic crisis, we assume that those in charge of supplying the resources in the country, will allocate additional funds, certainly quite modest, (3 to 5% in real terms per annum) necessary to carry out the reallocation of resources as these will permit considerable increase in the system's efficiency.

We will describe in this report the progress achieved during the past decade and the persisting problems; we will also comment on the seven limitations hindering major advance in terms of educational quality and efficiency, the seven experiences carried out in Latin America which would allow to considerably reduce the impact of the limitations detected, wil be described; and, finally, the possible effect of some of the strategies by means of a simulation of the evolution of an educational system assuming different readjustments in the allocation of resources will be illustrated (it would be possible to simulate the situation of each country interested in this exercise).

A. Coverage and efficiency of school systems in 1970–1980

Available information points out that during the period 1970–80 there was a substantial increase of persons attended by the educational systems largerly exceeding the vegetative population growth in the corresponding ages. Nevertheless, during the same period, a decrease in the efficiency level –measured by the students repetition rate– that partly must be associated to coverage increase, was observed.

This coverage expansion has implied receiving lower socio–economic level students, who have had a greater deficit in their attention than that observed in the past and which has limited their academic performance as they have not been attended with proper techniques.

Coverage

Despite the confusion generated by the diversity of coverage indicators of a school system and by the imprecision of many of them, the net schooling rates enable asserting that primary education in a sample of twelve Latin American countries was covering, in 1980, three of four children of ages that should be attended according to the norms of each country (see Table 1). This level corresponds to the net schooling rate which measures, precisely, the percentage of the total "population comprised between standard entry age" and standard last primary grade age enrolled in school as students in a given school year.

When comparing net schooling rates at two moments in time, the increase of coverage level can be observed going from 67.1 up to 76.8 per cent. In 1980, ten of the twelve countries included in Table 1, had achieved significant progress in net coverage (around 10 percentage points for the simple average of countries) with respect to the attention levels offered in 1970.

Gross schooling rates, on the other hand, are limited to comparing the total of "students enrolled in primary education" with the "total population comprised between standard entry age and standard last primary grade age" (1).

To the extent that there are few students (generally of a high socio–economic strata) who entered school before standard entry age,

(1) The gross rate includes those students that are older than the maximum normal age limit for the last primary grade, that is, the group of "extra maximum age" includes repeaters that still continue in primary when they, instead, should have been in secondary if they had not repeated, as well as students that, simply, entered late. The available research suggests that late entry is related to higher repetition levels. Therefore, students entering late and repeating more than once, also increase the difference between gross and net rates.

TABLE 1

PRIMARY EDUCATION SCHOOLING RATES 1970-1980

Country	Net rate		Progress	Gross rate		Progress	Difference	
	1970	1980	1970-80	1970	1980	1970-80	1970	1980
Bolivia	60.7	76.6	15.9	67.9	85.9	18.0	7.2	8.3
Brazil	63.1	76.2	13.1	81.2	100.2	19.0	18.1	24.0
Colombia	62.2	67.4	5.2	101.9	111.0	9.1	39.7	43.6
Costa Rica	89.4	97.5	8.1	109.6	112.4	2.8	20.2	12.9
El Salvador	53.9	70.6	14.7	67.5	81.6	17.1	13.6	11.0
Guatemala	38.7	48.7	10.0	57.7	69.4	11.8	19.0	20.7
Honduras	67.8	71.2	3.4	89.6	94.3	4.7	21.8	23.1
México	81.4	93.8	11.4	102.1	115.7	13.6	20.7	21.9
Nicaragua	55.2	62.5	7.3	83.0	94.0	11.0	27.8	31.5
Panama	77.0	95.2	18.2	103.4	128.0	24.6	26.4	32.8
Paraguay	77.1	77.1	0.0	104.0	104.0	0.0	26.9	26.9
Peru	78.6	84.8	6.2	113.5	121.7	8.2	34.1	36.9
Average	67.1	76.8	9.7	90.1	101.5	11.4	22.9	24.5

Source: UNICEF, poverty dimension in Latin America and the Caribbean, 1982.
Note: Net rates are measured in respect to the 6 to 11 year old population

and many (generally from lower income strata) who are above standard age for the last grade, it is possible that "primary education enrolment" is higher than the "population in ages corresponding to that level"; that is, the gross schooling rate can easily rise to 100% of the "population in corresponding ages". This is the case of Brazil, Colombia, Costa Rica, Mexico, Panama, Paraguay and Peru according to information in Table 1.

Access to primary education is measured, on the other hand, by the percentage of people in a "simple group" who at some instance in their lives "enrol a student in the school system". This percentage of access corresponds to a long period of time and, therefore, is a different coverage measurement, as this refers to those attended at a given moment in time (within a school year) of a group of population including a number of simple ages. The "access percentage" is drawn, usually, from information on "education in each group of simple age" made available by the Population Census, but it also can be obtained from enrollment and repetition data, when this information is disaggregated by age.

An approximate value of the "access percentage" can be obtained by calculating the "number of new students entering for the first time into the system" by the difference between the first grade enrolment and repeaters and then relating the number of "new entries" with the "population of standard age of entry". Nevertheless, given that repeaters declared by school directors are, usually, underestimated (2) and national figures are an average of those statements, it is necessary to use more precise methods to obtain revised information on the number of repeaters before calculating the percentage of access.

Quality and efficiency

Available information (difference between the values and the gross and net schooling rates) suggests that in 1980 there were high repetition levels (one of each four or five enrolled in primary would be a repeater) in a good number of countries and that there would not have been any advance during the last 10 years in respect to the efficiency with which school systems operated. In fact, according to this indicator only in two of the twelve countries (Costa Rica and El Salvador) inefficiency in primary education was reduced (see the last two columns in Table 1). The problem of quality is even greater according to a research on Brazilian education in which it was stated that fourth grade students could not read or add

(2) See report by E. Cuadra "Repetition in Honduras", Harvard University 1987.

TABLE 2

VENEZUELA: EVOLUTION AND EFFICIENCY OF A PRIMARY GROUP OF STUDENTS

Date	1st.	2nd.	3rd.	4th.	5th.	6th.	Total	Graduates
1983	1 000	0	0	0	0		1 000	
1984	326	646	0	0	0	0	972	0
1985	106	340	492	0	0	0	938	0
1986	35	137	356	377	0	0	904	0
1987	11	50	174	342	294	0	871	0
1988	4	17	72	196	311	248	848	248
1989	1	6	27	91	200	269	595	262
1990	0	2	10	38	101	176	327	168
1991	0	1	3	14	45	90	154	85
1992	0	0	1	5	18	40	65	38
1993	0	0	0	2	7	16	25	15
1994	0	0	0	1	2	6	9	6
1995	0	0	0	0	1	2	3	2
1996	0	0	0	0	0	1	1	1
Years-students	1 484	1 198	1 137	1 066	979	850	6 714	825
Drop-outs	42	46	43	36	9	0	175	
Promoted	958	913	870	833	825	825	5 224	
Repeated years	484	240	224	196	146	25	1 315	
Repetition Percentage	32.6	20.0	19.7	18.4	14.9	3.0	19.6	
Schooling per promoted student	1.5	1.3	1.3	1.3	1.2	1.0	1.3	
Percentage Extra age								
One or more years	32.6	46.1	56.7	64.7	69.9	70.8		
Two or more years	10.6	17.7	25.4	32.6	38.2	39.2		
Three or more years	3.5	6.3	10.1	14.2	17.8	18.4		

Average summary observed in the schooling system

Average students taken by the system for each graduate:	8.1
Years each student remains in primary (schooling average):	6.7
Grades approved by each student during his time at school:	5.2
Gross efficiency (considering drop-outs as inefficiency):	77.8%
Net efficiency (only considering repetition as inefficiency):	80.4%

Source: Transition rates estimated with model SMMG with information per grade and age for 1983-1984.

Note: Though figures are rounded (whole numbers), in the squares figures appear in decimals.

simple numbers (3) but in this case, we will limit ourselves to the repetition problem analysis. The difference between the values of gross and net schooling rates is an approximate indicator of minimum repeating level (save for those rare moments when there is a sudden increase in the number of students entering late to school).

According to the above definitions, both rates are calculated in respect to the "population in the corresponding ages" and while the gross rate includes all repeaters, the net rate only comprises those repeaters that are under limit age. Though the indicator can show a distortion when there are many students that enter late and who reach high grades in primary education without repeating (as they are not included in the net rates and exaggerate the repetition levels) it is often reliable because those entering late have high repetition levels and, inasmuch as they are considered repeaters before the limit age, they do not distort the indicator.

Access

When we find high repetition levels as suggested in the last two columns of Table 1, it

(3) See Armitage, EDURURAL– Brazil; The World Bank, 1987.

TABLE 3

PERMANENCE AND APPROVED GRADES IN PRIMARY EDUCATION

Country	Year	Average Permanence (Years)	Approved grades	Time (years) for approving one grade
Bolivia	1986	5.8	3.7	1.6
El Salvador	1986	6.7	3.9	1.7
Guatemala	1982	6.8	3.8	1.8
Honduras	1982	6.8	4.0	1.7
Panama	1976	6.7	4.5	1.5
Venezuela	1983	6.7	5.2	1.3

Source: Enrolment data per grades and age processed in SMMG model (see details in Table 2 and Annexes 1 and 2).

is misleading to measure the advances in "access" by an annual coverage measure as done in the net schooling rate. In these cases, access cannot be measured by the number of "students attending primary education" in respect to the "school age population group". Continuous repetition usually forces dropout before finishing primary education and thus the schooling net rate is, sometimes, somewhat less than the "number of children from a simple age group that someday attended school". In countries with a high coverage, students often enter timely and then stay on at least a number of years equal to the number of grades of primary education, therefore, in these countries there is no distortion in measuring access.

The use of an adequate statistical indicator for measuring "access" is especially important for those countries which are still far from being able to serve the total of the population in the corresponding school age. As this is the case in several of the twelve countries included in the analysis, let us examine some of the appropiate indicators, such as those pointed out in the paragraph on coverage.

Access to primary education according to the most adequate indicators reaches at present up to 90% of the population (of the analyzed countries) that each year become of age to enter that educational level. Estimates for Guatemala in 1987 indicated that 80% of the seven year old population group in 1986 had been enrolled in school at least once in their lives (4); Access is even greater in the rest of the countries considered in the analysis; for example, in the case of Colombia, Costa Rica, Honduras and Mexico, it has been estimated it reaches practically 100%.

Though efforts are still to be made to be able to offer access to the total number of children, who, yearly reach school age (5) the real important questions are: (i) for how long do these children stay within the school system? (ii) how timely do they enter? (iii) which are the conditions in which they attend school that will determine their school failure?, and (iv) how much are they able to progress within the school system?

The follow–up of a group of children entering today into the school system, allows answering the first and fourth of the questions posed and serves as base to answer the second and lends some judging elements to be able to answer the third question. Students' distribution by age in the first grade observed in the progress analysis, when compared with the age distribution in recent enrollment information in that same grade, permits to estimate the timely entrance of students.

Permanence and progress of students

Table 2 illustrates the situation in Venezuela in 1983, in regard to students' permanence and progress. Attention is drawn to the fact that, in average, children stay in school during 6,7 years, but only approve 5.2 grades. In other words, each student must occupy a place within one grade during one year and one third, to finally approve it and be promoted to the following. In other countries it is necessary to be nearly two years within the school system to approve one grade, as illustrated in Table 3.

(4) See The World Bank, "Guatemala. Education Sector Report", Washington, 1986.

(5) According to repetition figures given by school directors who tend to underestimate repetition and exaggerate yearly access level of students, the access problem would have been solved many years ago, as over 100% of each age group would have attended school at some time in their lives. Unfortunately, these figures are not correct, and are simply, misleading. Population census information, which is the most reliable alternative in this matter, coincides in the available years and confirms figures presented in this point.

The long period of time required to approve one grade can be interpreted in two ways: The first would be considered as a manner in which the schooling system (and the teacher), flexibly respond to the student's different learning capacities and to his previous life experiences. Thanks to this differentiated attention, with available techniques and means, it is possible to nearly duplicate resources (attention time) so that those students with a low capacity may finally achieve their ambitious objectives.

The second interpretation assumes that authorities have not been provided with the adequate information so as to understand the real magnitude of the repetition problem and have not had access to results of successful experiences such as the "Escuela Nueva" of Colombia, the "Escuela para Aprender" of Chile or the "Instructores comunitarios" of Mexico, in all of which they have managed to achieve substantial progress in students' performance put in the measure that additional resources are being provided (equivalent to an additional 5% cost per pupil) in relation to texts, teacher training and a certain basic equipment.

Opportunity of Access

In nearly all countries most children enter timely into school, or with one year delay. Those entering with extra age in their first grade would be mainly the result of high repetition ocurring during the first grades of the school system. When comparing age distribution observed in their progress (see Table 2 and Annexes 1 and 2 of the corresponding first grade column) with those observed in first grade enrolment, we will see that both are similar (see Annex 3). As long as that they are similar, it is possible to answer the question on opportunity of access, stating that students enter with one year delay at the most.

Repetition factors

To be able to know in what conditions students attend school and learn and which are the key repetition factors, it would be necessary to have available data on student and teacher attendance during the school year, know about mother tongues and teaching languages, as well as the textbook availability, the teachers and administrators' technical capacity, and thus be able to timely attack detected problems. Partial information, especially that obtained from the "Escuela Nueva's" evaluation in Colombia, special investigations and personal observation in visits to schools in the different countries in Latin America, suggests that many of the students: (i) have a school year of only 90 to 100 class days, (ii) do not speak the language taught when entering first grade, (iii) they have serious nutritional deficit that may limit their learning capacity, (iv) they do not posess a book with which to work and learn, (v) they are taught by teachers with not even minimum pedagogical training necessary to offer them good learning experiences, and (vi) they do not overcome their problems because there are no mechanisms enabling administrators to detect them and find a way to solve them.

These would be the main factors that seem to explain to a great extent the reasons why the "average" student has to attend classes one and a half years in order to complete each grade. This points to high inefficiency (or an incorrect curriculum design). In fact, it should be born in mind that society has allocated resources for nearly two years so that such a student may have an opportunity even though he uses only half of that time. More research should be carried out on this matter so as to get to the core of the problem, but it is good to try, as from this day, different strategies to reduce the great inefficiency of the system. These strategies should be devised starting from the realities of each country, but they should take into account the knowledge obtained when evaluating the most successful experiments carried out in several Latin American countries. Said knowledge is easily available through the information in education and exchange network (6).

We shall now examine in detail the seven limitations initially stated and we shall relate them to the facts that seem to be associated to school failure and inefficiency with which primary educational systems operate.

B. Technical and Institutional limitations to educational progress

Achieving progress similar in quality and efficiency to that attained in terms of access and coverage would require acting in many dimensions. However, the previous analysis enables focusing the efforts on reducing high repetition levels (7). Therefore, reducing high repetition involves raising the average quality

(6) The REDUC system allows to identify in a few minutes which report should be consulted among the 12,000 research work and reports produced in 20 Latin American countries. In each of them, there is a centre where the country's work is available, as well as the analytical abstracts of the 12,000 microfiche, references and indexes for information. Actually, the system is being mounted in micro-computers so that consultation of this material is easier and faster.

(7) Other problems affecting the education systems in Latin America will be discussed at another opportunity.

of education (everyone should pass the present standards instead of only part, which in many cases is of approximately 50% of first grade students) and, at the same time, considerably improve efficiency (when reducing the amount of resources that in average are required to obtain a given number of approved education grades). Given that the highest repetitions are observed in first grade, we shall concentrate our attention on that level.

Lack of preparation

Although it is sometimes recommended that the students should devote a good part of the first year in school to "prepare" themselves to learn to read and write, in reality the supervisor, the teacher and parents press the child to acquire these skills as soon as possible. As a consequence of the lack of sufficient previous "preparation", trying to acquire the capacity of reading, even mechanically, and adding, even simple figures, constitute the two great existing barriers in all countries for the promotion of students from the first to the second grade. Its effects are even more harmful when the family's education level is low, their geographical isolation is greater, there is low capacity of the teacher and supervisor and less available preschool attention. In brief, a grade "zero" is necessary in which students have the opportunity of adapting with no pressure to school and adequately prepare themselves to acquire, with no problems, the skills of reading, writing and working with numbers.

Given the magnitude of the first grade repetition problem (in many cases nearly half of the students do not pass that grade) and that the strategies to solve it may also enable raising the quality in the following grades (both in low socio-economic level schools and in the rest of the school system) the six remaining limitations in terms of their effects in first grade repetition, will be analyzed.

The cultural clash

The children of high and middle socio-economic strata, who have almost all advanced from a kindergarten, do not experiment a cultural clash when, eventually, and not facing a surprising situation, enter into the first primary grade. On the other hand, the lower income child passes from the familiar environment in which he is supervised at a distance by his mother, and plays with his brothers, into a group of 30 or 40 children, in which half of them are first grade repeaters and are 25 percent older. These pupils have a socio-linguistic code different from that implicit in the curriculum. This fact makes the adequate understanding of texts and of the teacher's instructions more difficult and therefore he classifies them as "retarded" and does not demand a proper performance as he believes that they do not have the capacity to respond to such demands. This becomes, then, a vicious circle generating an incapacity and frustration stigma in these pupils. For indigenous community children the cultural clash can be even more traumatic as they will not be able to understand orders given in a language they do not understand and, in other cases, with no explanation that would enable them to catch the real meaning (assuming that orders will not be absurd in terms of their culture). When children who speak the teacher's language predominate (and is also the language used during break periods) new arrivals not knowing it will soon master that language because their playmates will act as informal teachers; however, when this is not the case, other forms of teaching have to be found if the massive failure of these children is to be eliminated.

Heterogeneous students

Given the situation of existing massive failure in first grade, the teacher should expect that there will be great age disparities in his class (see annex 3), different motivations, and, finally, different learning capacities. In this situation, the teacher should use teaching techniques by groups (organize the course in various groups with which he will be able to work in a parallel way) assuming that texts for individual or groupal learning experiences are available. But, in many cases there are no texts at hand (though they constitute a side investment of 1 to 2% in respect to the total education budget) or there are no adequate texts for overage students whose interests differ greatly from those of a "standard age" for whom the texts were designed (8). In summary, if teachers are not trained in techniques for multigrade team work and suitable textbooks are not made available, the vicious circle arising from the heterogeneity of students will continue.

Difficulties for attending School

Attending a minimum of class days (and participating in learning experiences) during

(8) This may be related to the time the teacher needs to administer the class which in the case of Chile takes 30 to 50% of the time schedule. Only between 20 to 30 minutes from each 45 minutes are dedicated to the teaching process itself. (J. Filp, C. Cardemil and V. Espinola, "Disciplina, Control social y cambio: estudio de las Prácticas pedagógicas en una escuela básica popular". Working Document Nº 14, CIDE, Santiago, 1987).

the school year, is a prerequisite to learning at the desired level of excellence (moreover, learning experiences in which the student participates should, also, be adequate). It is not enough to solve other dimensions of the education supply if the child is not at school during the necessary time to enable him to learn. Many exogenous factors to the school system are influential at this point, such as: the need to work (9) malnutrition and health problems and the distance and time it takes to reach school. These are elements that may force the student to skip class even if he wants to attend and learn. Although the solution of these problems, usually, escapes the education sector responsibility itself, it is possible to carry on joint strategies with the health sector or with institutions related to Labour or Economics to solve some of the more important problems detected with respect of this third limitation.

Teachers' work with no adequate training

Available research indicates that having professional education training (though its duration does not seem to have an important effect) is related to a better student performance.

Considerable progress has been achieved in the appointment of graduated teachers or with an adequate pedagogical training, and though there is in the capital and principal cities, a great number of unemployed graduated teachers there are still rural areas for which it is not possible to attract graduated applicants. The lack of candidates may be explained, mainly, because there is guerrilla activity in the rural areas, most women teachers would be afraid to work there, and, furthermore, salary levels are relatively low. Identification of salary levels offering an incentive good enough to attract and radicate teachers in these zones, seems to have a high priority and its cost could reach, for once, from 3 to 4% of the education budget (said cost can be distributed within a period of several years supported by international loans).

Lack of local decisions

The legal system of Spanish origin (and the lack of communication channels) weigh heavily on those professionals who wish to find solutions at the local level as there are no pressure groups fighting for the improvement of public education. As there is no sound information to be able to design clear policies, when local officials take decisions these often are in contradiction with the policies "not explicitly formulated" by the central authorities; on account of this situation, they are eventually called to attention and soon they get used to consulting the central authorities before taking decisions at the local level and thus, the objective of stimulating the timely response is lost. On the other hand, decentralizing decisions is a way of reducing power managed at the central level. In brief, this is an area where it is possible to advance only in a gradual and limited manner, as for real important advances a joint action of the Education sector with leading entities of the civil service, of the Budget and of Comptrollers' power of each country, is required. In any case, adequating parents' participation and creating mechanisms so that parents' committees in joint action with the director manage small amount of resources, could have a very positive impact on the school equipment and functioning.

Timely identification of problems

At present, Ministries of Education do not have information processing mechanisms that could help them to identify schools with urgent problems. They have data on "averages" which do not permit them to practice a "supervision by exception". Nonetheless many countries have electronically processed statistical data and it would be enough to design the programmes to enable identification of schools (with names and addresses) where: more repetition problems occur (or are above acceptable levels); more extra age pupils attend and the weight of pupils per teacher exceeds tolerable levels. This information would permit the corresponding supervisors to visit said schools, and maximize its results. Or, on the other hand, identify those exceptional schools that could be utilized as "model" schools, as visiting centres for other directors and teachers, so when going back to their own schools they could carry with them new ideas to improve its operation.

(9) Research carried out in Colombia and Chile suggest that 30 to 50% pupils from rural or marginal urban zones could be working. The evaluation of the "Escuela Nueva" in Colombia, detected that 39% of the students carried out paid work and researchers estimated that more than half of the students work with or without getting paid (See C. Rojas and Z. Castillo, "Evaluación del Programa Escuela Nueva en Colombia", Instituto Ser, Bogotá, December 1987). A 7th. grade study in Chile, estimates similar magnitudes but suggests that working does not much affect the students' marks, though this study did not take into account the time students devoted to work. It seems possible that past a certain limit, working could have a specially negative effect. (See L. Cariola and M. Cerri, "Trabajo Infantil: Mito o realidad", CIDE, May, 1986 RAE 4125).

C. Strategies to face limitations

This section presents a group of seven strategies originated from the systematization of experiences carried out in Latin America which have been successful in solving some of the seven limitations mentioned above. Later on, the interrelations between the different strategies and the way in which they can help solve some of the limitations mentioned at the beginning of this study, are analyzed. Finally, approximate estimates of cost magnitudes will be formulated in the following section. In said cost estimates, an effort will be made to show the manner in which some of the strategies mutually reinforce themselves and comment on some limitations remaining unsolved.

Bilingual education programme

Indigenous groups usually wish that their children learn the national language, Spanish, so that they can be integrated into society more easily. What these groups do not know, is that learning Spanish is, usually, more efficiently achieved when, initially, instruction is offered in local language. When the greater part of the students in a classroom speak Spanish, the few indigenous children who enter into it can learn quite easily from their school mates. But when most of school mates speak the local tongue, it is necessary to use that language if learning to read and write in the first grade is desired. This strategy permits the pupil of indigenous origin (and in general those who have different linguistic codes) to advance at a normal speed and not repeat too many times the first grades and, eventually, master the Spanish tongue.

A bilingual education programme implies taking the decision of offering education in a local tongue during a certain number of grades, with the support of texts published in that language and with local teachers and instructors. This means, in turn, selection of teachers capable of speaking a local tongue or to train monitors or teachers if there is no available qualified staff.

The cost of this type of decision is related to the number of working tongues and with the number of new teachers that have to be hired. Necessary corresponding texts have to be developed for each tongue and it takes time to make specialists come to an agreement on the grammar or even in the spelling of words. Most of the times it is possible to accomplish the general objectives of the national curriculum (granting it is realistic and reasonable). In some cases, where deeper cultural gaps exist, a revision of the curriculum or the definition of special versions should be carried out, though this is not the best solution.

There can be a political cost, in terms of the rejection of bilingual education programmes, if it is not clear that the ultimate aim of these programmes is to improve the learning of Spanish and achieve a better integration into the national society. It is very important to carry out an information campaign of the programme's objectives and characteristics through adequate means (conversations with representative groups, visits from community leaders to demonstration establishments, mass publicity through radio, in certain cases through TV and even in newspapers and posters).

Escuela Nueva (New School)

Rural schools are often considered as second class, where children learn to read and write with great difficulty and they do not have real opportunities for individual development. But, experiences in the region show that those poor results occur only when inadequate learning techniques are employed. Children participating in a rural education experience in the "Escuela Nueva" in Colombia, are children that are achieving excellent school performance, have a high self-esteem, show great creativity and are capable of learning by themselves.

The decision of implementing something similar to the "Escuela Nueva" in each country implies: (i) to accept that efficient teaching/learning methods have been successfully experimented (in this concern a revision of the evaluations of the "Escuela Nueva" programme carried out during the 15 years required for its development would be convenient), and (ii) that reliable teachers' training and supervision modalities as well as approved texts are available (all this teaching package must be adapted with the authors' advice and the changes necessary in the objectives and contents of the plans and programmes to the specific reality of the country). These are the two conditions that permit carrying out massive distribution free of the frequent past failures (resulting from improvisation or the underestimation of problems appearing in the processes of change). A successful application requires, additionally, that the group carrying out the adaptation, visit the schools in which the programme is properly developed; work in one of said schools for a brief period so as to acquire a personal live experience of the way it operates and of the implicit philosophy; establish the method in a small number of schools in the country (with periodic supervision of the personnel trained in the Escuela Nueva), for example, five to ten schools that can, eventually, be visited by those participating in the second phase and, finally, adapt the contents, but maintain

unchanged, when possible, most of the units. After one or two years experience, it would be possible to introduce deeper alterations and initiate an expansion in the number of schools participating in the programme.

Operational cost in the "Escuela Nueva" modality, only increases the traditional school cost in the required periodic supply of reading material, estimated at 1% of the "teacher salary" component. Furthermore, there is an initial investment in the adaptation development in: (i) Training of teachers being integrated in the experience (three weeks per teacher), (ii) the necessary supervision for training and incentivating teachers during their first year of integration to the experience, (iii) texts to possibilitate students to work in groups, guidelines for the teacher and a library with 100 books in each classroom for the use of students in the Primary School, and (iv) supply of a minimun equipment including a chair and table for the teacher, trapezoidal desks for the pupils, book shelves for the library and collections generated by the group of students (although much of this equipment is often supplied by the community).

Teacher Associations with no adequate information will, possibly, reject the adaptation of a method that, although in other countries has been successful, has not been developed in their own country. An initial rejection would not seem unreasonable as often techniques designed for developed countries that have no relation with Latin American characteristics have been adopted. But with the appropriate information, these doubts would vanish. To count with adequate information it is convenient that important members of the teacher associations integrate the group visiting the schools where such an experience is being now taking place and share it. Insofar as the experience counts with the professional approval of the associations' leaders, future problems of implementation will be reduced.

Pre-school Education, with parents and monitors' collaboration

There is a tendency to consider that all resources aimed at public education are already identified in the national budget. But there is a great amount of resources in working hours, paper, physical space and public or private services available for systematic use. Among them, parents' disposal of available time and elements of home life as well as the initial six years in the life of children (apparently the most important in determining personality and for preparing them to succesfully face formal education, initiated in first primary grade). These resources are difficult to manage, but there are numerous successful experiences indicating that it is possible to succeed if proper techniques are employed.

To carry out pre-school training programmes with parents' help, an initial adaptation stage to the country's reality of educational material and subjects used in previous experiences, is necessary.

Although the problems of alcoholism and nutrition were key subjects to incentivate Chilean families, the discussion of problems that will incentivate families from other countries may be very different and have to be traced before being in condition to initiate a campaign. Once the reformulated educational material is ready, an important decision must be taken: Should the programme be carried out as an out-of-school activity or through community organizations? The following issues have to be considered before taking any decisions: (1) this type of programme facilitates parents and tutors meetings as there are subjects of interest to discuss, but this requires deeper teacher training so as to enable them to encourage parents to talk, thus avoiding the traditional methods of delivering a conference or speech and (ii) it is easier to train monitors than to encourage the participation of community organizations. Depending on the decision adopted, other necessary actions to put the programme into action should be taken. In any case, it should be pointed out that the material has almost no written text (the greater part is pictures and questions to encourage discussion) and it is easy to apply in different tongues as long as incentivating subjects are of common interest to various groups.

If these programmes were to be applied during current meeting sessions with tutors (P.T.A. sessions) no additional remuneration would be necessary; this is valid, also, if they are applied by voluntary monitors; a remuneration is required for coordinators who monthly train monitors. Material, mainly a set of pictures for each monitor, has a very low cost.

Once again, the collaboration of teacher associations is important in case the first alternative is chosen (out-of-school modality in collaboration with the school). It should be kept in mind that there could be a certain political danger if there were to be too many monitors working with parents' groups, as their action could, eventually, be turned towards other objectives.

Grade Zero

The careful analysis of Latin American statistics shows that more than half the pupils from low income strata have to remain for nearly two years in the first grade before being promoted. For this reason, many of the pupils who approve it are classified as repeaters and, in a

certain way, are unable to advance at the same pace as the rest of the country's students. These problems force the search for alternative solutions to massive repetition. Four of them will be described: (1) The aforementioned "Escuela Nueva" solves this problem promoting pupils when they pass a certain number of learning modules. This is an excellent strategy that explains, partly, the high level of self esteem observed among the pupils of this type of school; (ii) another alternative consists in promoting automatically all students attending class during a reasonable period of time (for example, over 75% of class days in a school year) ensuring some type of remedial attention at the end of the year and at the beginning of the next, so the alternative will take into account, at least partly, the child's progress in his academic performance; (iii) The third alternative tries to design a more realistic curriculum for the first grade and devotes the greater part of said grade to "preparedness" of the pupils for learning reading, writing and numeration. Therefore, the learning of reading, writing and numeration would be left for the second grade to which students could enter after sitting for a simple examination with the school director. Nevertheless, school and family tradition make it difficult to avoid the teaching of reading and writing in the first grade, so this alternative is, in truth, difficult to implement; (iv) Finally, a modified version of the preceding alternative would mean that children enter, starting from a predetermined calendar year, into a Zero or Preparatory Grade (save for those using the examination modality for a direct access into the first grade) that cannot be repeated and where the child is prepared only for his access into the first grade where he would, only then, start learning to read, write and calculate.

The fundamental decision consists in choosing which alternative (or combination of them, as it is possible to put the Escuela Nueva into operation gradually and, for the moment, some system of preparatory grade) would be most realistic for each country. Starting from this fundamental decision, different actions originate form each alternative, of a legal as well as a curricular and administrative type. All alternatives imply teacher training, especially in group work in the classroom (multigrades) and dissemination campaigns. The last two alternatives imply encouragement of timely access of children, just as age homegeneity is important at the pre-school level.

When high repetition levels exist in the first grade, the cost of offering pre-school attention during one year is very low. The aim is to use vacancies in a different modality than traditionally, as installed capacity is already available. The second school year (could be called first or second grade) utilizes vacancies which had been previously occupied by repeaters who are now no longer so (as all would be promoted from the preparatory grade). Campaigns for timely access increase, for a few years, first grade enrollment, especially in rural zones and it is necessary to regulate this increment (fixing different access ages for each zone or school) in places where capacity is being used to its limit. In brief, the higher cost of these strategies is related to teacher training, as legal and administrative measures imply more work for only a reduced number of people at the Ministry or regional offices.

Risks that may be related to the application of a "Escuela Nueva" type, have been already questioned in preceding paragraphs. Concerning the other three strategies, the teacher associations may object them and they are a key support for their successful application. The timely access of pupils should be analyzed in each locality calculating attention indexes (actual and maximum possible in relation to already installed capacity) of minimum age access population so as to be able to identify in which districts it may be difficult to meet all the additional demands generated by the campaign.

Rural Community Instructors

Most teachers without pedagogical training and many of the problems of the teachers' irregular attendance concentrate, actually, in the rural zones of our countries. Teachers, especially those with adequate training hope to live in cities and many of them commute daily long distances to reach faraway rural schools from cities where they live. Women predomination in teaching activities, partly generated by low salaries not attractive to the male teacher, deepens the problem of hiring teachers with good training as young recently graduated women have serious problems of living by themselves in isolated regions. Because of repeated teacher absence as well as difficulties encountered by teachers with no adequate training, rural students tend to devote less time to the learning process (sometimes even less than 100 class days per year) and, moreover, worsen their academic performance.

A solution must be found to this type of problems, be it through an increase in remuneration levels of rural teachers or through selection and personnel training strategies. The first option depends on an agreement with the Ministry of Finance in which the higher costs involved in contracting better teachers, train them and give them educational material, is compared with the benefits generated by this investment when reducing the enormous inefficiency levels existing nowadays (see levels in

Table 2). The second option implies modifying attention techniques in rural zones. For example, Mexico has solved, to a large extent, the attention to rural zones by the help, during this last decade, of Community Instructors who do not enter into conflict with powerful teachers' associations, because the hiring of new instructors is carried out by the "Consejo Nacional de Fomento Educativo (CONAFE) (National Educational Development Council) that transfers funds to committees or local commissions who are the ones effectively paying the instructors. Community Instructors are selected among the most educated young people living in the same areas where they will be working. They receive a brief training for using the "Manual del Instructor Comunitario" (Community Instructor's Manual). The Manual has a similar approach to the texts used in the Escuela Nueva, but simplified to three areas (Spanish, Mathematics and Natural and Social Sciences) and it is applied in three levels (initial, middle and advanced).

This useful strategy –for countries where it is still difficult to offer a universal access and where the number of teachers with no adequate training must be reduced– has lower unit costs than those of the traditional school, but implies increasing the total budget in the corresponding amount. The higher costs are equivalent to the required amount for hiring Community Instructors so as to train them and to provide students with Manuals (texts).

Once again it is the teachers' association the principal risk source for the implementation of this policy. Insofar as most of the teachers work in urban zones, there can be opposition to the possibility that rural teachers can obtain better allowances (considering that those funds would partially benefit urban teachers). On the other hand, as long as there are graduated unemployed teachers, there will be strong pressure for denying the engagement of Community Instructors (despite the fact that graduated teachers are not willing to live in the country). Besides, salary differences between Community Instructors and teachers could be opposed by the Association if they think that Instructors will, eventually, reduce the income level of teachers.

Statistical Information System

In order to enable the educational authorities to carry out their tasks efficiently they need to have information on the possible problems and their causes, or on the specific places where they are encountered. Authorities only receive information which permit identifying some problems, but not enough to solve them. They manage to identify them when background information is made available in relation to the system as a whole or by regions. For example, total number of students per teacher, and some information on the average number of students, as for instance, schooling rate or percentage of students who sat for an examination. But this type of information does not throw light on the possible causes of the problems (for example, that there is a high rate of over-age children in rural incomplete schools) nor where the most crucial problems are encountered (for example, the 10 or 20 schools in each region with the highest percentage of over-age students) or on aspects that if modified might be solved. However, ministries of education throughout Latin America have much of this data ready to make it available to authorities. Frequently information is recorded in magnetic tapes (although sometimes the forms are stored away) so it would suffice to use the relevant computer programmes. Notwithstanding this, in order to prepare them an adequate theoretical framework is needed to identify the relevant indicators.

To the extent that the country has the data recorded and ready to be processed, obtaining the appropriate information is much less costly (otherwise the cost of processing the information must be added). There is a need for a skilled programmer and a consultant to identify a set of indicators with which to initiate the system's operation. Use of the first results would allow for polishing off the information gathered and making use of the same. Curiously enough, limitations in the development of a sound information system seem to lie both in the limited capacity for the selection of the data, indicators and tables or other forms of presentation and distribution of the information and in the authorities' capacity to take advantage of what is available. Both aspects must be encouraged if efficiency in decision making is to be achieved by means of more adequate information.

There is a risk in that the information may evidence certain problems that authorities do not wish to face. For instance, in some regions there may be very unfavourable situations that would need priority attention (for example, in order to establish a certain balance in the excess of students per teacher, but who belong to low priority areas in the opinion of the government). It may be possible to find teachers of urban areas who have a very small number of students under their charge whereas very near, rural teachers are charged with a great number of students, being impossible, however, to transfer urban teachers to rural areas. Thus, information may sometimes pose uncomfortable situations when authorities meet too many limitations in the attempt to increase efficiency in the educational system.

TABLE 4

RELATIONS BETWEEN LIMITATIONS AND POSSIBLE STRATEGIES

Limitations & Problems	Bilingual Education	New School	Family Educat.	Community Training	Cero Grade	Inform. System	Research Findings
Lack of "preparedness"		x	x		x	x	
Cultural shock upon entrance	x		x	x	x		x
Heterogeneous age of courses	x	x	x		x		x
Difficulty to attend	x	x		x		x	
Teachers without adequate training		x		x	x	x	x
Local solutions to problems		x	x	x		x	
Location of timely problems						x	x

Source: See text sections B and C

Use of research findings in education

The educational systems in Latin America were modelled after those of developed countries until they generated their own educational experiences. However, very often new strategies do not take into account findings of previous research undertaken in the country. Furthermore, progress in educational research in each country is slow, both because there are few researchers and due to the limited resources available to carry them out. It is, therefore, important to examine current research findings both in the country and in the rest of the region (with due consideration to the difference which the diversity of contexts in which they are carried out may generate). There are about 6000 reports on research findings in the region (among the 12.000 Analytical Abstracts already published) available for consultation in each country, in the centres forming part of the "Red Latinoamericana de Información y Documentación en Educación" –REDUC– (Latin American Network on Educational Information and Documentation). These reports may be rapidly identified through the indexes classified by themes, authors and countries available at those centres.

In order to use the information available, in the country and in the nations with similar characteristics, it is enough for the educational authorities to request their advisers –when needing to design new strategies to solve a problem– to review research or experiences undertaken in the country or abroad when facing similar problems. For example, in Costa Rica when deficiencies in its primary education curriculum were detected, some 80 research studies formerly carried out on the subject were found (with different degrees of precision) and then processed in the course of a week with a view to adopt rapid measures to start designing a relevant strategy (10). However, it is not easy to form the habit of searching for appropriate information prior to adopting the corresponding decisions, especially in education where more often than not decisions are taken based on traditions or teaching modalities, than on a detailed analysis of the elements of the problem and of their interrelations.

At present, one may make use of the information available for the country and the region free of charge and upon request. Associate centres exist in 20 Latin American countries, and therefore, it is sufficient for the adviser to take a short trip to the city, visit the nearest centre and use the information available. Although there are some 4 000 microfiches of documents (and the corresponding microfiche readers) as well as originals of all Analytical Abstracts published in the country, it may happen that the originals of the work needed is not available. In that case the original information may be obtained quickly if the cost of the photocopies and airmail postage is paid.

10) Sanchez Z. et al. Findings of curriculum research carried out in Costa Rica, San José, CEMEI/REDUC, 1983, 23 pages.

TABLE 5

VENEZUELA: EFFECT OF CHANGES AT REPETITION LEVELS IN ENROLLMENT BY GRADES, 1990 AND 1995.

Grades	1990			1995		
	High	Middle	Low	High	Middle	Low
First	746.1	632.4	564.2	851.4	721.7	643.8
Second	582.8	526.8	503.7	665.3	601.2	574.8
Third	534.3	490.2	470.3	610.9	559.2	536.7
Fourth	482.6	457.2	439.5	554.6	520.1	501.1
Fifth	426.1	423.6	411.7	494.0	475.7	465.1
Sixth	357.6	401.2	414.3	417.1	434.8	443.8
Total	3 129.5	2 931.5	2 803.7	3 593.3	3 312.6	3 165.2

Source: Annex 4 for High projection and Annex 5 for Medium and Low enrollment projections.
Note: Each alternative uses constant rates for the full period. The high repetition level is approximately 50% in the first grade; 20% in the middle and 10% in the low grade. For the rest of the grades there are similar reductions in repetition in the medium and low alternatives.

The risk of this strategy focusing on the use of the experience and research, is the possible criticism on the part of some educators and prestiged scholars in relation to the intelectual dependency on other countries or to the level of success of these experiences. In spite of accusations on the intellectual dependency, there is a certain contempt for the techniques developed in the region and a tendency to attempt reaching the standards of developed countries and, therefore, to criticize the experiences undertaken in developing countries, even though these may be successful and may offer the adequate technology to achieve substantial improvement in respect to the current practices of a country.

Relationship between the various strategies

Table 4 shows the types of limitations which each strategy struggles to overcome and those aspects in which the effect of one of them could be multiplied by the combination of another. The complexity of the problems when attacking them simultaneously from different angles may bring an effective remedial action.

Identifying the appropriate combination of strategies and their sequence, is the key to the success of a policy aimed at reducing repetition. Both aspects may be discussed in relation to the specific situation of each country, bearing in mind the resources needed to finance their implementation in the forthcoming years. From comparison of the prospective costs with the reduction of expenses due to the avoidance of the high rates of repetition and inefficiency presently noted, an element of judgment will appear (from an strictly economic standpoint) to enable estimating the resources that should be invested in education. However, it should be clearly understood that the final decision should take into account many other elements of judgment (social, political or cultural) that must be assessed by other specialists.

In the following section the effects which these strategies would probably have in terms of the enrollment flow, of efficiency and of primary education costs are discussed.

D. Impact estimations of the Strategies

The following impact estimations suggest that implementation of adequate strategies may substantially increase the efficiency of the educational system's operation. As an example of this, in the case of Venezuela, three dimensions in which this impact may be noted are examined (11). Venezuela has been chosen as example, because its school system has accepted practically all primary school age children, which facilitates analysis of this evolution

(11) Specific simulation experiences, in the case of Guatemala, may be examined in the sectorial report recently prepared. See World Bank, Guatemala. Education Sector Report, Washington, 1986.

TABLE 6

VENEZUELA: ENROLLMENT PROJECTION PRESUMING CONTINUING IMPROVEMENT OF THE TRANSITION RATES, 1984-2000

Date	7 year old population	New	1st.	2nd.	3rd.	4th.	5th.	6th.	Total Enrollment
1984	443,461	434,592	598,440	509,365	472,825	428,076	381,112	320,515	2,710,333
1985	455,330	446,223	632,862	491,320	481,650	441,177	393,199	332,965	2,773,173
1986	467,516	458,166	646,601	514,018	469,510	450,979	406,998	346,125	2,834,231
1987	480,029	470,428	653,820	530,783	485,499	443,589	418,435	360,936	2,893,063
1988	492,876	483,019	659,223	541,965	501,897	455,766	415,464	373,925	2,948,241
1989	506,067	495,946	664,295	550,872	513,861	471,469	426,807	374,411	3,001,716
1990	519,612	509,219	669,481	559,141	523,242	484,104	442,949	387,090	3,066,006
1991	533,518	522,848	674,904	567,370	531,698	494,168	457,121	404,536	3,129,796
1992	547,797	536,841	680,596	575,749	539,986	503,114	468,923	420,574	3,188,943
1993	562,458	551,209	686,563	584,334	548,379	511,783	479,551	434,619	3,245,229
1994	577,512	565,962	692,804	593,142	556,962	520,513	489,856	447,692	3,300,969
1995	592,968	581,109	699,319	602,178	565,760	529,420	500,220	460,578	3,357,474
1996	608,838	596,661	706,105	611,446	574,781	538,539	510,780	473,644	3,415,295
1997	625,133	612,630	713,162	620,950	584,030	547,882	521,580	487,032	3,474,635
1998	641,864	629,027	720,490	630,692	593,510	557,453	532,637	500,789	3,535,571
1999	659,043	645,862	728,088	640,677	603,225	567,257	543,957	514,937	3,598,140
2000	676,681	663,147	735,956	650,908	613,178	577,297	526,576	529,488	3,633,403

Source: Enrollment of the initial year projected with 1983 transition rates that gradually improve until coinciding in the last year with those of the low hypothesis.
Note: It is assumed that 98% of the population who each year becomes of school age are enrolled annually and that there is a linear increase in rates.

(12). The three dimensions in which the changes are assessed are: student flow, trajectory efficiency and costs of the various alternatives.

Changes in the student flow

When repetition levels are reduced, total enrollment decreases, especially that of the first grades, but in turn, enrollment in the higher grades tends to increase. Table 5 shows that if the current historical trends continue (higher repetition alternative) in first grade there would be twice as many students than in the sixth grade (746.1 vs. 357.6 in 1990 and 851.4 vs. 417.1 in 1995), while the relation is reduced to little more than one in the Low alternative (repetition of 10% in the first grade and 5% in the rest of the grades as described in the note under Annex 7).

Students progress at a greater speed and graduate before as the repetition level decreases. Therefore, in spite of receiving each year the same number of new students (and that there is equal or less drop-out) total enrollment in primary education is lower within the hypothesis of lower repetition (2 803.7 in 1990 and 3 165.2 in 1995). However, the recurrent repetition noted at present foresees for 1995, that the sixth grade of the Higher alternative (projection of the current trend) will be slightly lower in the sixth grades of the Medium or Low repetition alternatives (417.1 vs. 434.8 and 443.8). Later on, it will be seen that the number of graduates and the school years attained for each student also increase as the repetition level decreases.

But in the real world, the reduction in the repetition levels cannot be instantaneous, as assumed in the Medium and Low alternatives to facilitate comparisons. Table 6 presents a projection in which there is a gradual improvement (lineally, i.e., the same absolute amount each year) until finally reaching, in 1999, transition rates identical to those of the Low alternative.

This table 6 may be compared with the projection of the current situation presented in Annex 4.

When analyzing both Tables, it may be noted that in the year 2000 the sixth grade level with improved rates will be much higher than that foreseen in Annex 4, acording to the current situation (529.488 instead of 476.282) as students would be promoted faster in the higher levels in the first grades. When compared with the low projection in Annex 5, less difference is noted (529.488 instead of 506.430) as the effect of the faster speed in the graduation

(12) It is always convenient to take into account, separately, the variations due to a greater increase in the proportion of students of each simple age group and the variations caused by efficiency of the system.

TABLE 7

CHANGES IN EFFICIENCY ACCORDING TO CHANGES IN THE REPETITION RATES

Indicators	Repetition levels		
	High (Present)	Middle (20% in 1)	Low (10% in 1)
Average years to graduate one student	8.1	7.3	6.8
Years of schooling of average student	6.7	6.1	5.8
Grades approved by average student	5.2	5.3	5.4
Net efficiency (percentage)	80.4	89.3	94.5

Source: Table 2 and Annex 6 & 7.

of students, within the hypothesis of low rate repetition would be compensated by the effect of the more rapid arrival from a higher enrollment level in the first grades.

Changes in the levels of efficiency

Efficiency may increase in 10 to 15 percentage points if strategies to reduce repetition levels are implemented. This is reflected in the reduction of the average years (from 8.1 to 6.8) required to allow the system to graduate one student of the highest primary grade. Table 7 presents a summary of the way in which four efficiency indicators vary when the high repetition levels noted at present are reduced.

Insofar as the repetition level decreases, "permanence" and "approved grades" tend to

TABLE 8

VENEZUELA: SIMULATION OF COST INCREMENTS NEEDED TO REDUCE REPETITION LEVELS TO ONE FOURTH OF THE CURRENT LEVEL TOWARDS THE YEAR 2000

Date	Current Trend in cost	Total cost level in each alternative			Increments in respect to the current trend		
		Low	Medium	High	Low	Medium	High
1986	100	105	110	115	5	10	15
1987	102	107	113	118	5	10	15
1988	105	110	115	120	5	10	15
1989	107	112	117	123	5	10	15
1990	110	114	120	125	4	9	14
1991	112	116	122	127	4	9	13
1992	115	119	124	130	3	8	13
1993	119	121	127	133	2	7	12
1994	122	124	129	135	1	6	11
1995	126	126	132	138	0	5	10
1996	129	128	134	140	–1	4	8
1997	133	130	136	142	–2	3	7
1998	136	132	139	145	–3	2	6
1999	140	135	141	147	–4	1	5
2000	144	137	143	150	–5	0	5
Growth Rate	2.6	2.3	2.6	2.9			
Sums (not considered by expenditure level)					19	92	164

Source: Costs estimate according to the current trend is presented at the end of Annex 4: With the unit costs of Annex 4 and enrollment of Table 6 the Low Cost, to which must be added 5, 10 and 15% in order to simulate each of the three alternatives of this Table, is calculated.
Note: Annual growth rates are calculated in respect to the current cost in 1986.

TABLE 9

HONDURAS: SIMULATION OF COST INCREMENTS NECESSARY TO REDUCE REPETITION LEVELS UP TO ONE FOURTH OF THE CURRENT LEVEL TOWARDS THE YEAR 2000

Date	Current Trend in cost	Total cost level in each alternative			Increments in respect to current trend		
		Low	Medium	High	Low	Medium	High
1986	100	105	110	115	5	10	15
1987	105	110	115	121	5	10	15
1988	110	114	120	125	4	9	14
1989	114	117	123	128	2	7	12
1990	119	119	125	130	0	5	10
1991	123	120	125	131	–2	2	7
1992	126	120	125	131	–5	–1	4
1993	130	119	125	130	–9	–4	0
1994	134	118	123	129	–12	–8	–4
1995	138	116	122	127	–15	–11	–7
1996	141	115	120	126	–19	–15	–11
1997	145	113	119	124	–22	–18	–14
1998	148	112	117	123	–24	–21	–17
1999	152	111	116	122	–27	–24	–20
2000	156	110	115	120	–30	–26	–23
Growth Rate	3.2	0.7	1.0	1.3			
Sums (without considering level of expenditure)					–149	–84	–20

Source: Calculation of the Costs in accordance with the current trend is presented at the end of Annex 4. Taking the unit costs in Annex 4 and enrollment of Table 6 the Low Cost is calculated, adding 5, 10 and 15% in order to simulate each of the three alternatives of this Table.
Note: Annual growth rates are calculated in respect to the Current Cost in 1986.

converge. The permanence of the student in the system tends to approach the standard period required to graduate (from 6.7 to 5.2 years in the High level to 5.8 and 5.4 at the Lower level). Reduction in the years that the student remains in school (from 6.7 to 5.8 years) is due to the fact that only primary education is being taken into account. As the students are more rapidly promoted (they advance to higher grades) a greater percentage of them will finish primary education and will have the option of continuing in secondary education. If the total years that the student remains in school is compared, including those in secondary education, they would easily exceed the 6.7 years which are presently dedicated only to primary education.

As the number of approved grades is now quite high, the increment in the number of approved years is relatively modest (5.4-5.2) as it is determined to a great extent, by the estimated drop-out levels (approximately 3 to 4% in each grade, except for the last which is estimated in approximately 1%).

Changes in the levels of expenditure in primary education

Benefits obtained from better quality of education, which reduce the repetition level may be achieved with very small increases in the initial years, (5 to 10%) decreasing in time until towards 1995 or 2000 they reach similar levels to those of the present trend (see Table 8). For example, if by applying the necessary strategies, the unit cost is increased to 5%, it would generate an increase of the "projected Total Cost according of current trends" of public primary education, of no more than 32% during the first ten years of implementation of

these strategies, becoming negative in the following years. In Table 8 it is estimated that if the increase of the unit cost is 10%, recuperation would be postponed until the year 2000.

The "Total Cost projected according to current trends" should increase to an accrued 2.6% per year, during the next 15 years. This is higher than the growth rate required if one wishes to achieve a reduction in repetition with a 5% increase in the unit costs (2.3% accrued per year for the Low alternative) and similar to the Medium alternative (2.6%), although during the initial years time distribution of these demand a higher "Total Cost of primary education".

In summary, it is possible to achieve a substantial reduction in the repetition levels and, therefore, improve efficiency with which the educational systems of the countries operate with relatively low increases in the unit cost. In other countries, with more acute repetition problems than Venezuela, the cost increment may be considerably less, as in the case of Honduras, presented in Table 9.

The Total Cost of the High alternative, in Honduras, would be higher than that of the "current historic trend" during the first seven years; would be equal during the eighth and would then continue generating savings in the following years until reaching 23% less than the projection of the current trends. In the alternative of a Low growth of the unit costs (5% with a view to attaining a gradual reduction in repetition), the total cost would only exceed the corresponding total cost of the "current historic trend" during the first four years; would be similar in the fifth year and then would generate substantial savings during the following years.

In accordance with the comments on costs in section C when describing each strategy, the operational annual unit cost may be increased between 5 to 15%, depending on the situation of each country and on the way the strategies are implemented. Therefore, it is enough to compare the cost of serving the enrollment flows (determined by the gradual reduction of repetition levels) given in Table 6, in accordance with three assumptions of the increments of the unit costs (Low=5%, Medium=10% and High=15%), with benefits generated by the faster speed with which students progress in the educational system. Results achieved by Venezuela and Honduras are presented in Tables 8 and 9.

E. Final Synthesis

The real level of the quality of public education is relatively unknown to educational authorities, or at least not directly known because most of them have their children enrolled in schools of the private system or in the best schools of the public sector. This report suggests that the quality and efficiency of public primary education is very poor and has been reduced in the past decade, but it also identifies different strategies which would allow for improving its quality in the region.

Achieving increments in the efficiency with which public primary education operates in Latin America requires (i) changes in the educational policies, (ii) a careful definition of the combination of strategies and of their sequence in time, and (iii) moderate increases in the allocation of resources during the first years. Therefore, there is need for the joint work of the Ministries of Education and Finance with relevant Planning units.

The simulation presented above suggests that the implementation of the seven strategies, with increases in the level of expenditure near an accrued 5% per year during five years would permit reducing repetition levels to one third and substantially increasing efficiency of the system, as long as the strategies are adequately implemented. But more important than those results, which are related to the use of resources, would be reducing the number of persons who are branded as incompetent when the system gives them the label of repeaters, and the impact this has on the self-esteem and creativity of individuals who will later participate in the economic life of the country.

The impact that the increasing number of primary education graduates may have on the secondary education system has not been analyzed in this case. This flow may perhaps be regulated or may solve problems in respect to the attention provided, by means of the extension of the number of primary education grades with the corresponding decrease in secondary education. This would demand undertaking an overall study of the education sector which exceeds the scope of this paper. Nevertheless, this is not so important a problem in countries where attention has not been covered to about 100% of the school age children each year.

When more detailed studies on the situation of each country are available, it will be possible to determine more precisely the real limitations (which may differ from those seven identified here) and examine the impact of specific strategies (13) as well as combinations of the same. The seven strategies presented here –Bilingual Education, New School, Pre-

(13) In the simulation carried out for Guatemala the peculiar characteristics of the country's situation at the moment were taken into account.

paredness for parents and monitors, Cero Grade, Rural Community Instructors, Information System and Utilization of research– will have different validity in each country. In many cases, some of them should be eliminated while others should be added.

Selection of the adequate combination of strategies is a key to the expected success. Each strategy has a period of development in order to observe its effects and there are certain sequences in its action impossible to take into account here. However, there seems to be a wide space for decisions to reassign funds and to improve the pedagogical techniques presently being used in primary education in the countries of the region.

ANNEX 1

GUATEMALA: TRAJECTORY AND EFFICIENCY OF A GROUP OF PRIMARY STUDENTS WHO ENROLLED IN THE SCHOOL SYSTEM IN 1983

Year	1st.	2nd.	3rd.	4th.	5th.	6th.	Total Years/Stud.	Graduates
1982	1 000	0	0	0	0		1 000	
1983	494	454	0	0	0		948	0
1984	244	367	276	0	0		887	0
1985	121	226	301	170	0		818	0
1986	60	126	223	228	106	0	741	0
1987	29	67	139	193	172	61	662	0
1988	15	34	80	134	169	121	552	32
1989	7	17	43	82	131	141	422	64
1990	4	9	23	47	88	126	296	75
1991	2	4	12	26	54	96	194	67
1992	1	2	6	14	31	66	120	51
1993	0	1	3	7	17	42	70	35
1994	0	1	1	4	9	25	40	22
1995	0	0	1	2	5	14	22	13
1996	0	0	0	1	2	8	12	8
1997	0	0	0	0	1	4	6	4
1998	0	0	0	0	1	2	3	2
	0	0	0	0	0	1	2	1
	0	0	0	0	0	1	1	1
Years/stud.	1 976	1 308	1 109	907	787	709	6 797	376
Drop-outs	103	101	114	116	112	79	624	
Promoted	897	797	682	566	454	376	3 772	
Repeated Years	976	411	313	225	221	254	2 400	
Repetition %	49.40	31.40	28.20	24.80	28.10	35.89	35.32	
Schooling per promoted stud.	2.2	1.6	1.6	1.6	1.7	1.9	1.8	
% Extra-age:								
One or more years	49.4	65.3	75.1	81.3	86.5	91.4		
Two or more years	24.4	37.2	47.9	56.2	64.7	74.3		
Three or more years	12.1	20.0	27.8	34.9	43.3	54.4		

Summary of averages noted in the school system

Years students taken by the system to graduate a student:	18.1
Years of permanence of each student in primary (middle ed.):	6.8
Promoted years of each student in school:	3.8
Gross efficiency (considers drop-outs as inefficiency):	55.5%
Net efficiency (only considers repetition as inefficiency):	64.7%

Source: World Bank, "Guatemala, Education Sector Report", Washington, 1986.
Note: Rounded figures.

ANNEX 2

PANAMA: TRAJECTORY AND EFFICIENCY OF A GROUP OF PRIMARY STUDENTS WHO ENROLLED IN THE SCHOOL SYSTEM IN 1976
(In percentages)

Year	1st.	2nd.	3rd.	4th.	5th.	6th.	Total Years/Stud.	Graduates
1976	1 000	0	0	0	0		1 000	
1977	312	645	0	0	0	0	957	0
1978	97	362	449	0	0	0	908	0
1979	30	153	362	303	0	0	849	0
1980	9	58	196	322	200	0	784	0
1981	3	20	88	214	268	133	727	133
1982	1	7	36	114	216	205	580	179
1983	0	2	14	53	136	185	391	144
1984	0	1	5	23	73	128	230	91
1985	0	0	2	9	36	74	121	49
1986	0	0	1	4	16	39	59	24
1987	0	0	0	1	7	18	27	11
1988	0	0	0	0	3	8	12	5
1989	0	0	0	0	1	4	5	2
1990	0	0	0	0	0	1	2	1
1991	0	0	0	0	0	1	1	0
Years/stud.	1 453	1 248	1 152	1 044	957	797	6 652	637
Drop-outs	62	69	91	90	51	33	396	
Promoted	938	869	778	688	637	604	4 513	
Repeated Years	453	311	283	266	269	159	1 742	
Repetition %	31.2	24.9	24.6	25.5	28.1	20.0	26.2	
Schooling per promoted stud.	1.6	1.4	1.5	1.5	1.5	1.3	1.5	
% Extra-age:								
One or more years	31.2	48.3	61.0	71.0	79.1	83.3		
Two or more years	9.7	19.3	29.6	40.2	51.1	57.5		
Three or more years	3.0	7.1	12.6	19.7	28.5	34.3		

Summary of averages noted in the school system

Average years/students taken by the system to graduate a student	10.4
Years of permanence of each student in primary ed. (average schooling):	6.7
Grades approved by each student while in school:	4.5
Gross efficiency (considers drop-outs as inefficiency):	67.9%
Net efficiency (only considers repetition as inefficiency):	73.8%

Source: ICASE, Revista Acción y Reflexión Educativa, Nº 5, June 1980.
Note: Rounded figures.

ANNEX 3

COMPARISONS OF DISTRIBUTIONS BY AGE OF STUDENTS ENROLLED IN THE FIRST GRADE WITH THE DISTRIBUTIONS OF EXPECTED TRAJECTORY (%)

Age	Venezuela		Guatemala 1982		Honduras 1982		Panama 1976		Differences			
	Enroll-ment	Tra-ject.	Enroll-ment	Tra-ject.	Enroll-ment	Tra-ject.	Enroll-ment	Tra-ject.	Vene-zuela	Guate-mala	Hondu-ras	Pana-ma
5		0.0	0.0	0.0	0.0	0.0	2.5	0.0	0.0			2.5
6	44.5	0.0	6.4	0.0	15.9	0.0	50.5	68.9	0.0			−18.4
7	31.0	67.4	31.8	50.6	33.1	49.0	27.1	21.5	8.1	−12.4	0.1	5.6
8	12.9	22.0	23.0	25.0	20.7	25.0	11.3	6.7	−9.0	−2.0	−4.3	4.6
9	5.9	7.2	15.3	12.3	12.4	12.7	4.3	2.1	−1.3	3.0	−0.3	2.3
10	3.0	2.3	10.9	6.1	8.0	6.5	2.2	0.6	0.6	4.8	1.5	1.6
11	1.4	0.8	6.0	3.0	4.7	3.3	0.9	0.2	0.7	3.0	1.3	0.7
12	0.8	0.2	3.9	1.5	3.0	1.7	0.6	0.1	0.5	2.4	1.3	0.6
13	0.3	0.1	1.7	0.8	1.4	0.9	0.3	0.0	0.3	0.9	0.5	0.3
14	0.1	.0	0.7	0.4	0.8	0.4	0.1	0.0	0.1	0.3	0.3	0.1
15	0.0	.0	0.1	0.2	0.0	0.2	0.1	0.0	.0	−0.1	−0.2	0.1
16	0.0	.0	0.1	0.1	0.0	0.1	.0	0.0	.0	.0	−0.1	.0
17	0.0	.0	.0	0.1	0.0	.0	.0	0.0	.0	.0	.0	.0
	100.0	100.0	99.9	100.0	100.0	100.0	100.0	100.0	−0.1	−0.1	.0	.0

Source: Distributions by age of the students "enrolled in the first grade" were obtained from the respective Statistical Offices. Expected trajectories appear in Annexes 1 and 2.

ANNEX 4

VENEZUELA: ENROLMENT PROJECTIONS OF PRIMARY EDUCATION, BY GRADES, IN ACCORDANCE WITH THE TRANSITION RATES NOTED IN THE BASE YEAR (High Hipothesis), 1984-2000

Date	7 year old population	New	1st. (98)	2nd. 0	3rd. 0	4th.	5th.	6th.	Total enrolment
1984	443 461	434 592	598 440	509 365	472 825	428 076	381 112	320 515	2 710 333
1985	455 330	446 223	641 315	488 465	481 283	440 477	391 541	330 512	2 773 593
1986	467 516	458 166	677 235	511 982	487 023	449 229	402 793	339 593	2 837 855
1987	480 029	470 428	687 947	533 430	482 134	439 931	411 313	349 339	2 904 094
1988	492 876	483 019	707 289	551 100	551 454	449 780	405 312	356 806	2 971 740
1989	506 067	495 946	726 522	567 120	518 724	466 372	412 119	351 977	3 042 843
1990	519 612	509 219	746 066	582 759	534 341	482 637	426 109	357 564	3 129 475
1991	533 516	522 848	766 065	598 510	549 328	497 576	440 912	369 510	3 221 901
1992	547 797	536 841	786 579	614 580	564 282	511 790	454 800	382 333	3 314 364
1993	562 458	551 209	807 634	631 046	579 474	525 845	467 985	394 412	3 406 395
1994	577 512	565 982	829 250	647 941	595 013	540 053	480 941	405 875	3 499 073
1995	592 968	581 109	851 444	665 284	610 948	554 555	493 982	417 128	3 593 341
1996	608 838	596 661	874 232	683 090	627 303	569 414	507 265	428 446	3 689 750
1997	625 133	612 630	897 630	701 372	644 093	584 659	520 864	439 971	3 788 589
1998	641 864	629 027	921 654	720 143	661 332	600 309	534 812	451 767	3 890 017
1999	659 043	645 862	946 321	739 417	679 032	616 376	549 128	463 865	3 994 139
2000	676 681	663 147	971 648	759 207	697 205	632 872	563 826	476 282	4 101 040

Source: Enrolment of the base year and transition rates of Table 2.

VENEZUELA: HYPOTHETIC PROJECTION OF PUBLIC SECTOR EXPENDITURE WITH ENROLMENT DATA OF THIS ANNEX
In 1,000 Bol $

Public sector Students	Teachers in Sector	Cost (1) Teachers	Cost (2) Administ.	Cost (3) Material	Total Cost Public Sec.
2 424 608	73 473	3 174 033	317 403	96 984	3 588 420
2 481 199	75 188	3 248 115	324 812	99 248	3 672 175
2 538 687	76 930	3 323 372	332 337	101 547	3 757 256
2 597 943	78 726	3 400 944	340 094	103 918	3 844 956
2 658 458	80 559	3 480 163	348 016	106 338	3 934 518
2 722 065	82 487	3 563 431	356 343	108 883	4 028 656
2 799 564	84 835	3 664 883	366 488	111 983	4 143 354
2 882 247	87 341	3 773 123	377 312	115 290	4 265 725
2 964 962	89 847	3 881 405	388 140	118 598	4 388 144
3 047 291	92 342	3 989 181	398 918	121 892	4 509 991
3 130 199	94 855	4 097 715	409 772	125 208	4 632 695
3 214 529	97 410	4 208 111	420 811	128 581	4 757 504
3 300 775	100 023	4 321 014	432 101	132 031	4 885 147
3 389 194	102 703	4 436 763	443 676	135 568	5 016 007
3 479 929	105 452	4 555 543	455 554	139 197	5 150 295
3 573 074	108 275	4 677 479	467 748	142 923	5 288 150
3 668 706	111 173	4 802 670	480 267	146 748	5 429 685

(1) Teacher cost calculated as of recurrent expenditure in annual Bol $ 43.000.
(2) Administrative expenditure estimated in 10% cost of salaries.
(3) Expenditure per student including textbooks are estimated in Bol $ 40.

51

ANNEX 5

VENEZUELA: ENROLMENT PROJECTION OF PRIMARY EDUCATION IN ACCORDANCE WITH THE AVERAGE HYPOTHESIS OF REPETITION RATES

Year	7 year old population	New	1st. (98)	2nd. 0	3rd. 0	4th.	5th.	6th.	Total enrolment
1984	443 461	434 592	598 440	509 365	472 825	428 076	381 112	320 515	2 710 333
1985	455 330	446 223	565 911	512 932	486 355	450 383	401 203	356 808	2 773 593
1986	467 516	458 166	571 348	488 177	490 783	464 276	422 128	376 200	2 812 912
1987	480 029	470 428	584 698	489 899	469 887	469 483	435 834	395 844	2 845 644
1988	492 876	483 019	599 958	500 377	469 281	451 991	441 439	408 920	2 871 965
1989	506 067	495 946	615 938	513 205	478 253	449 719	426 739	414 418	2 898 272
1990	519 612	509 219	632 407	526 824	490 208	457 226	423 596	401 192	2 931 453
1991	533 518	522 848	649 329	540 901	503 143	468 282	429 845	397 932	2 989 433
1992	547 797	536 841	666 707	555 372	516 571	480 538	439 920	403 527	3 062 635
1993	562 458	551 209	684 551	570 235	530 388	493 338	451 339	412 873	3 142 724
1994	577 512	565 962	702 872	585 497	544 582	506 528	463 338	423 556	3 226 372
1995	592 968	581 109	721 683	601 167	559 156	520 082	475 720	434 807	3 312 616
1996	608 838	596 661	740 996	617 256	574 121	534 001	488 449	446 426	3 401 251
1997	625 133	612 630	760 830	633 776	589 487	548 293	501 521	458 370	3 492 276
1998	641 864	629 027	781 193	650 738	605 264	562 967	514 943	470 636	3 585 741
1999	659 043	645 862	802 100	668 155	621 463	578 034	528 725	483 232	3 681 709
2000	676 681	663 147	823 567	686 037	638 096	593 504	542 875	496 165	3 780 245

VENEZUELA: PROJECTION OF PRIMARY EDUCATION ENROLMENT ACCORDING TO THE LOW HYPOTHESIS OF THE REPETITION RATE

Year	7 year old population	New	1st. (98)	2nd. 0	3rd. 0	4th.	5th.	6th.	Total enrolment
1984	443 461	434 592	598 440	509 365	472 825	428 076	381 112	320 515	2 710 333
1985	455 330	446 223	506 067	547 308	488 182	452 620	407 362	372 053	2 773 593
1986	467 516	458 166	508 773	468 656	523 554	467 853	430 895	398 563	2 798 293
1987	480 029	470 428	521 305	467 083	453 592	500 874	445 789	421 738	2 810 381
1988	492 876	483 019	535 149	477 933	448 659	438 720	476 632	436 598	2 813 690
1989	506 067	495 946	549 461	490 547	458 307	431 113	420 933	466 375	2 816 735
1990	519 612	509 219	564 165	503 657	470 294	439 532	411 737	414 298	2 803 684
1991	533 518	522 848	579 265	517 135	482 850	450 885	419 081	403 991	2 853 206
1992	547 797	536 841	594 768	530 975	495 770	462 904	429 774	410 666	2 924 856
1993	562 458	551 209	610 686	545 186	509 038	475 287	441 211	421 035	3 002 443
1994	577 512	565 962	627 030	559 777	522 662	488 007	453 011	432 222	3 082 710
1995	592 968	581 109	643 812	574 759	536 650	501 068	465 135	443 781	3 165 205
1996	608 838	596 661	661 043	590 142	551 013	514 478	477 584	455 657	3 249 916
1997	625 133	612 630	678 735	605 936	565 760	528 248	490 365	467 852	3 336 896
1998	641 864	629 027	696 900	522 153	580 902	542 386	503 490	480 373	3 426 204
1999	659 043	645 862	715 552	638 805	596 449	556 902	516 965	493 230	3 517 902
2000	676 681	663 147	734 703	655 901	612 412	571 807	530 801	506 430	3 612 054

Source: Enrolment by grades of initial year and Transition Rates in Annex 6 and 7.

52

ANNEX 6

VENEZUELA: TRAJECTORY AND EFFICIENCY OF A GROUP OF PRIMARY STUDENTS ACCORDING TO THE MEDIUM HYPOTHESIS OF THE REPETITION RATES

Year	1st.	2nd.	3rd.	4th.	5th.	6th.	Total	Graduates
1983	1 000	0	0	0	0		1 000	
1984	200	772	0	0	0	0	972	0
1985	40	232	665	0	0	0	937	0
1986	8	54	266	574	0	0	902	0
1987	2	12	73	287	497	0	870	0
1988	0	2	17	92	288	453	852	453
1989	0	0	4	24	103	276	407	262
1990	0	0	1	6	29	102	137	93
1991	0	0	0	1	7	30	38	26
1992	0	0	0	0	2	7	9	7
1993	0	0	0	0	0	2	2	2
Years/stud,	1 250	1 072	1 027	984	926	870	6 128	843
Drop-outs	35	41	39	33	8	0	157	
Promoted	965	924	885	852	843	5.313		
Repeated years	250	107	103	98	74	26	658	
Repetition %	20.0	10.0	10.0	10.0	8.0	3.0	10.7	
Schooling by promoted stud.	1.3	1.2	1.2	1.2	1.1	1.0	1.2	
Average in %								
One or more years	20.0	28.0	35.2	41.7	46.3	48.0		
Two or more years	4.0	6.4	9.3	12.5	15.2	16.2		
Three or more years	0.8	1.4	2.2	3.2	4.2	4.5		

Summary of averages noted in the school system

Years-students needed to graduate a student:	7.3
Years of permanence of a student in system (school average):	6.1
Approved grades of average student during school period:	5.3
Gross efficiency (considers drop-outs as inefficient):	86.7
Net efficiency (only considers repetition as inefficient):	89.3

Source: For the elaboration of this Table the following transition rates were used:

Grades	Repeaters	Drop-outs	Promoted
1	20.0	2.8	77.2
2	10.0	3.8	86.2
3	10.0	3.8	86.2
4	10.0	3.4	86.6
5	8.0	0.9	91.1
6	3.0	.0	97.0

Note: Rounded figures.

ANNEX 7

VENEZUELA: TRAJECTORY AND EFFICIENCY OF A GROUP OF PRIMARY STUDENTS ACCORDING TO THE LOW HYPOTHESIS OF THE REPETITION RATES

Year	1st.	2nd.	3rd.	4th.	5th.	6th.	Total	Graduates
1983	1 000	0	0	0	0		1 000	
1984	100	872	0	0	0	0	972	0
1985	10	131	795	0	0	0	936	0
1986	1	15	159	725	0	0	901	0
1987	0	2	22	181	664	0	869	0
1988	0	0	3	29	193	632	856	632
1989	0	0	0	4	34	202	241	183
1990	0	0	0	0	5	39	44	33
1991	0	0	0	0	1	6	6	5
1992	0	0	0	0	0	1	1	1
Years/stud.	1 111	1 020	979	940	897	879	5 826	853
Drop-outs	31	39	37	32	8	0	147	
Promoted	969	930	893	861	853	853	5 359	
Repeated years	111	51	49	47	36	26	320	
Repetition %	10.0	5.0	5.0	5.0	4.0	3.0	5.5	
Schooling by promoted stud.	1.1	1.1	1.1	1.1	1.1	1.0	1.1	
Over-age %								
One or more years	10.0	14.5	18.8	22.8	25.9	28.1		
Two or more years	1.0	1.7	2.5	3.5	4.4	5.2		
Three or more years	0.1	0.2	0.3	0.5	0.6	0.8		

Summary of averages noted in the school system

Average years-students taken by the system to graduate a student:	6.8
Years each student remains in primary (middle schooling):	5.8
Grades approved by each student during school:	5.4
Gross efficiency (considers dropouts as inefficiency):	92.0
Net efficiency (only considers repetition as inefficiency):	94.5

Source: In order to prepare this Table the following transition rates were used:

Grades	Repeaters	Drop-outs	Promoted
1	10.0	2.8	87.2
2	5.0	3.8	91.2
3	5.0	3.8	91.2
4	5.0	3.4	91.6
5	4.0	0.9	95.1
6	3.0	.0	97.0

TEACHING ADULTS FOR ORAL PROFICIENCY

An Experiment in Curriculum Innovation

Jeanette Morris (*)

Dissatisfaction with the existing language curriculum at The Institute of Languages on the part of students as well as administration led to the initiative for developing an innovative new language programme.

Proficiency guidelines were used as the basis for developing the curriculum with oral proficiency as the main goal. An eight step programme was devised and implemented, using the oral proficiency interview as the main instrument of evaluation. This project has led to increased awareness of new methodologies by foreign language educators in Trinidad and Tobago and is having a positive effect on curriculum development in the secondary school.

Introduction

In Trinidad and Tobago, the teaching of foreign languages, principally French and Spanish has mainly been done in the secondary school. In the five and seven year secondary schools, both languages are offered and students write public examinations at the end of five years –originally the Cambridge General Certificate of Education Examinations and more recently those set by the Caribbean Examinations Council. In the newer Junior Secondary and Senior Comprehensive schools, only Spanish is studied and students in these schools also write the same public examinations at the end of the fifth year. The failure rate, in these examinations particularly for Spanish,is high and this has resulted in declining student enrollment. The decline in student numbers is also aggravated by the emphasis placed by society on Science and Technology and the abandonment of traditional subjects in the Humanities.

While the study of foreign languages within the school system is declining, the study of foreign languages by adult learners is increasing as more persons see the need for proficiency in a foreign language for job or recreational purposes. Many of the adults seeking instruction are not true beginners. They have been exposed to instruction in the foreign language in the school system yet are unable to use the language functionally even at a very basic level.

The reasons for this situation appear to be related to the teaching methods used in the Schools. These vary considerably but because professional teacher training is not mandatory, many teachers in the schools teach as they themselves were taught using a traditional grammar-oriented approach emphasizing reading and writing skills rather than listening and speaking skills. There are many teachers however, who have benefitted from teacher training programmes and workshops and who do teach using modern techniques and with an emphasis on communicative skills. Yet many students leave school without any functional ability in the spoken language in spite of success in the written examination. Some of these students are those who later on, seek in adult language classes a means of becoming proficient in the spoken language.

One of several institutions offering adult language instruction is the School of Languages. This institution was established jointly by The Government of Trinidad and Tobago and The Organization of American States to promote the acquisition of foreign languages in the country. This occurred in the context of an Anglo-

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phone Caribbean territory joining a regional association of mainly Spanish-speaking countries. After a fairly long period of inactivity it became operational in 1978 using part-time instructors, mainly secondary school teachers. At that time it fell within the jurisdiction of The Ministry of Education. At a later date the responsibility for the institution was transferred to The National Institute of Higher Education, Research, Science and Technology (NIHERST) where it has remained to the present.

After some time it became evident from student feedback that the needs of the students were not being met satisfactorily and that some revision of the courses offered was necessary, particularly in the light of new developments in the language teaching fraternity –especially the proficiency movement in the U.S.A. The researcher, a subject specialist attached to The Faculty of Education was asked subsequently to design a language curriculum which would satisfy student needs as well as bring the courses offered into line with modern trends in foreign language teaching. The ACTFL proficiency guidelines –a series of descriptions of proficiency levels for speaking, listening, reading, writing and culture in a foreign language were the basis on which the researcher was asked to develop a foreign language programme with oral proficiency as its main goal.

The development of the new syllabus

The developmen of this innovative syllabus was done within the framework of recent developments in language teaching –mainly the proficiency movement in the U.S.A. and the work done by The Council of Europe (Van Ek, 1976) and British scholars (Wilkins, 1976) on the functional-notional approach. Traditional language teaching has been organized around a grammatical or structural syllabus. In this approach, the focus of the course of study was on the student's knowing a great deal about the structure of the language rather than how to "use" the language. Progress was linear, through a series of grammatical topics chronologically arranged in order of increasing difficulty. All students were expected to learn the same grammatical structures over the same period of time. A proficiency oriented approach, on the other hand is "one that trains students to use the language independently of the materials and activities of the course" (Liskin-Gasparro, 1984). It recognizes that students learn languages differently and at different rates so that it is not expected that they will all attain the same standard of proficiency at the same time. The testing procedure allows for the individual's level of proficiency to be judged against guidelines describing what a learner at a particular stage ought to be able to do.

The approach to development of the new curriculum focussed on the listening and speaking skills and to a much lesser extent on the reading and writing skills. It involved exposing the student to as much of the target language as possible in accordance with Krashen's notion of providing the learner with "comprehensible input", which in his view facilitates the process of language acquisition (Krashen, 1982). It emphasized the learning of language in context, particularly in situational contexts and aimed at moving away from dependence on any particular text. The reason for this was that the majority of texts are organized according to grammatical syllabuses and the textbook therefore tends to influence to a large extent the teaching method used.

With these basic principles in mind, the researcher began the process of selecting the organizing principle for the new syllabus. Several syllabus types have emerged to challenge the traditional grammatical syllabus, all of which can be termed "communicative" since the acepted goal is that of the learner's achieving "communicative competence". In order to determine which particular syllabus type was most suited to the institution and its adult clients, the researcher used the procedure advocated by Yalden (1983) which consists of the following steps:

- a survey of needs
- a description of purpose in terms of student outcomes
- selection or development of syllabus type
- the proto-syllabus - description of language use to be covered in the program
- the pedagogical syllabus - development of teaching/learning and testing approaches
- development of classroom procedures
  - Training workshops with teachers focussing on:
    - Principles
    - Desired outcomes
    - Creation and exploitation of teaching materials
- Evaluation
  - student evaluation
  - program evaluation
  - teacher evaluation
- Modifications of programme based on feedback from.

The needs survey

The application forms of the student intake for one academic year were used to determine student needs, as all students were asked why they wished to study a foreign language and what they hoped to gain from the course of study. The administrators and policy makers of the institution were interviewed to ascertain their expectations, and the need of the institution for

a particular kind of programme based on the mission statement of the institution.

The data collected from students revealed that their needs fell basically into two categories - occupational and recreational. A large percentage of the students wanted to learn a second language because

- Their job required such a skill
- It would help them to perform more effectively on the job
- It would assist them to gain alternative employment.

Those who wanted to learn a language for mainly recreational purposes cited these reasons

- To facilitate travel abroad
- To communicate with speakers of other languages
- For personal satisfaction and self-improvement.

Description of purposes

Since the students at the Institute do not form a homogeneous group in term of educational background, occupational characteristics etc., it was not possible to define the purpose of the language program in very specific terms. Such specificity is possible when dealing with a highly homogeneous group of learners with very clearly defined language needs, in a particular occupational setting e.g. Spanish for Taxi Drivers. Another example of a programme where the purpose can be defined very specifically is in the secondary school where there are very clear terminal objectives at the end of a five-year programme. In this particular case, it was decided that the language programme should have a "common core" syllabus designed to give to all students a basic minimum competence in the target language, whatever their particular occupational need. With this basis, specialist functions could be added as students progressed to higher proficiency levels.

The students mainly consisted of teachers, librarians, diplomats, businessmen, policemen, army officers, travel agents, air hostesses, secretaries and persons in similar occupations. Their communication needs involved maintaining social relations, performing routine activities e.g. shopping, ordering food, going to the bank, post office, etc. In their professional capacity, they need to know how to talk to superiors or subordinates, to talk on the telephone, speak in meetings, etc.

Since travel was one of the expressed needs, students need to communicate in situations which might occur during travel and need a knowledge of the target culture in order to respond appropriately in certain situations. Personal needs of the students were also taken into account and areas of students' interest incorporated into the curriculum content.

The general purpose of the program therefore was that the students would have developed at the end of the programme the ability to use the language adequately for practical communication, and that they would have a basis for further study of the language.

The specific objectives were that the students would be able

- to understand the spoken language in common, everyday situations
- to express themselves orally in the language with respect to their basic needs, limited social demands and work requirements which do not require specialized or technical knowledge
- to understand the written language in those areas in which oral competence has been attained
- to express in writing what they can express orally.

Selection of syllabus type

The shortcomings of the structural or grammatical syllabus have been fully documented (Johnson, 1977, 1982) and the majority of language teachers agree on the need for a more communicative approach. However, the choice of a particular syllabus-type to meet the particular needs of a group of students is not clearcut. Johnson (1979) in particular, argues against the use of totally functional or semantic syllabuses for adult beginners because "for an adult beginner learning the foreign language in the classroom, the language system needs to be presented in a graded progression so that the learner may perceive and practice structural regularities one by one" (p 107). The choice was therefore made to use a multi-dimensional syllabus which attempted to balance structural accuracy with communicative proficiency. The emphasis given to each of the elements varied as the learners progressed e.g. initially, form might be emphasized, but soon the focus would shift to functional use of the language and form would be emphasized less. As the syllabus progressed through the different levels –elementary, intermediate and advanced– grading would be done through variable focus on the appropriate elements rather than by exclusion of inappropriate or difficult elements (Allen & Widdowson 1974).

Yalden refers to this type of syllabus as a proportional syllabus and advocates it because of the possible variations which can be implemented in a variety of language teaching situations. This balanced model incorporated the following basic elements:

- An initial phase for beginners to provide a basic knowledge of linguistic form before the

learners can adopt a communicative mode of learning. This phase is relatively brief.

- At a relatively early state of the elementary level, the emphasis shifts from the formal to the communicative. The emphasis would be on language skills although the formal aspect would be taught but remain in the background.
- At a later stage, emphasis is placed on more complex discourse skills and written language but with a reduction of emphasis on form.
- A final stage encompassing specialized content and surface features.

The advantage of this syllabus type is that the boundaries between the formal and communicative teaching approaches are flexible and can be varied to fit the needs of the particular group of adult learners as these groups may vary considerably in composition, ability and interests.

The proto-syllabus

The proto-syllabus was drawn up –i.e. a description of the content of the syllabus. It consisted of a list of language functions, linguistic structures topics and cultural information linked in a thematic framework. The functions and topics owed a great deal to the lists coming out of the work of the Council of Europe particularly the classic example of the notional–functional proto-syllabus.

The Threshold Level. The list of linguistic structures were partly determined drom the theme and from teachers' perceptions of what structures were necessary for communicating at the initial stage.

A thematic unit of organization was chosen as the best solution for this proportional or multidimensional syllabus since it allows themes to be topical, notional or functional, or of a general nature dealing with basic aspects of everyday life and social communication.

Twelve themes were initially identified for the Elementary level. These were later amended to ten.

- Personal Identification
- Occupations
- House and Home
- Entertainment
- Weather and Time
- Travel
- Food and Drink
- Shopping
- Services
- Places

The pedagogical syllabus

The lists of topics, functions and linguistic structures can be broken down into units and individual lessons by the classroom teacher to achieve the specified objectives. It was decided to recommend instructional strategies but to leave to the teacher the exact way in which the items from the list are put together in a lesson plan. The teacher also should have the flexibility to choose tasks and activities suitable to the particular group of learners, since the teaching process with adult learners is more a process of negotiation than imposition of authority.

Instructional strategies

Since one of the main objectives of the programme is the development of communicative competence in the learner, great emphasis must be placed on the spoken language. It is therefore recommended that the teacher use the target language as much as possible during the class, since language acquisition research has shown that language acquisition is related to the language input received by the learner (Krashen 1982). Listening activities initially therefore assume great importance since they are the basis upon which communication is built. Students must be exposed to "input" from a variety of sources and asked to select, transfer or evaluate the information received. Activities such as selecting from a set of pictures the one described, or identifying a wanted person from a radio broadcast can be used to stimulate interest. Visuals can also play a part in developing listening skills as they can provide context and help to convey meaning. Although all four skills are involved in the program, initial emphasis focusses on listening and speaking. In speech production emphasis should be placed on acquisition of correct forms and the learner's ability to respond in question-answer activities and to interact with each other. This will provide the opportunity to initiate exchanges as well as response. As they progress, learners must be led into activities where the focus is on real communication, such as role playing, simulation games and improvisations.

Reading and writing skills, although occupying less class time than listening and speaking activities, should be integrated into a communicative approach. Reading for communication will differ from the traditional approach to teaching reading where the learner is given a reading passage and asked questions to test comprehension. In this approach, the learner tends to focus on finding answers to the questions. A communicative approach tries to give the learner a reason for reading e.g. to fill an information gap, in that he must acquire the skills of scanning, searching, reading and getting the gist. Reading and writing activities should be coordinated so that they form part of an activity sequence beginning with listening, discussion of

what was heard, reading related material and reinforcement of a writing task based on the same material.

Development of classroom procedures

Four workshop sessions were held with the teachers to introduce the new concept of the syllabus and to develop classroom techniques, activities and procedures. These were not entirely successful. During the first workshop when the researcher presented and explained the principles of the new syllabus and the desired outcomes based on the ACTFL guidelines, there were mixed reactions. The teachers were not a homogeneous group. They differed in length of teaching experience, and the type of experience e.g. some had taught within the school system, others in a variety of settings, some had professional training, others did not. There was considerable resistance from some teachers, particularly those who had been teaching for many years and felt strongly that a heavily grammatical focus was the best. There was also some hostility to the researcher as an "expert" from the University and therefore by definition too "academic" and far removed from the realities of teaching. However, many were cooperative and enthusiastic and formed groups according to the languages being taught and the different levels, to work on translating the syllabus into concrete classroom activities. This task was an ongoing one and continued even after the workshops were completed.

Evaluation

Works on evaluation procedures focussed initially on the evaluation of the learners' speaking skill which was where the main emphasis of the programme lay. The Oral Proficiency Interview (OPI) –a structured conversation between one candidate and an evaluator lasting between ten minutes and half an hour was the chosen test procedure for oral skills. It provides a flexible individualized assessment for each student based on the proficiency descriptions of different levels of functional linguistic ability. No two tests are the same and the OPI measures functional ability in the foreign language, i.e., what students can *do* with the language. The test measures the learner's ability to perform the functions identified in context i.e., on particular topics and vocabulary areas and measures the accuracy with which he uses them (Sieloff Magnan, 1985).

A special workshop was held on proficiency where teachers were introduced to the concept of proficiency and to the Oral Proficiency Interview. Some teachers were given further training and were used as testers for the classes using the new programme.

No systematic evaluation of the programme was undertaken by the researcher due to the length of time involved and other job commitments. However, interviews with teachers participating in the programme were held to gauge both student and teacher reaction to the programme. The researcher also functioned as a tester for several classes at two centres after the programmes had been followed for two successive years and was able to evaluate the student outcomes in terms of what had been projected as desirable.

From teacher interviews, there was some teacher dissatisfaction with the materials which were developed by the group of teachers –mainly because the sample lessons provided tended to be prescriptive and inhibited the teacher's own creativity in devising classroom activities. They were more useful for a beginning teacher or one who had not been exposed to the training workshops.

Other areas of dissatisfaction concerned the accompanying audio test materials which were of poor quality, and the tests devised. The criticism of the tests related to the disparity in test administration between the various centres with the main centre having a distinct advantage in terms of facilities over outlying centres. Another set of problems related to the administration and coordination of the course, since instructors were often unaware of available materials (both visual and taped) and therefore failed to take advantage of them in planning their class activities. There was also some difficulty in obtaining materials and photocopies which were necessary since there was no set text.

Student response to the new programme, however, was extremely positive. A common remark from those adult learners with some exposure to the foreign language in a school situation was "If I had been taught like this in school I'd have been able to speak Spanish before". The majority of students interviewed by the researcher were able to hold their own in a simple conversation about everyday topics in the target language and with a few exceptions achieved the desired outcomes.

As the year progressed, there were modifications to the programme based on the feedback received mainly from the teachers. Regular staff meetings were held at which problems were discussed although it was difficult to achieve positive results and concrete actions from such a large group in a fairly unstructured environment. However, some modifications were made particularly in the area of test administration, in the format of tests for the other skills and changes in marking schemes. Teachers however, are still not happy with the evaluation system so that further modifications are likely, particularly since the training of the teachers is ongoing and feeds back into the modification process.

There are still many problems to be resolved particularly those related to the evaluation procedures. Agreement has to be reached on the types of test, the frequency of testing and a greater standardization of testing procedures is necessary. As it stands, there is no system of monitoring what is obtained in different classrooms to ensure that the activities are in accordance with the general principles of the programme. However, there have been several important side effects from this change, which have affected language teaching as a whole in Trinidad and Tobago. There has been an increased awareness of the new goal of proficiency among language teachers and educators, which has led to a new thrust towards curriculum revision within the school system itself.

Accompanying these new developments has been a revitalization of the language teaching fraternity exemplified by the rebirth of the interest on the subject, which had long been dormant. There has also been the desire to infuse new life into the teaching of Spanish to offset some of the problems mentioned earlier which have adversely affected the teaching of the language. Teaching for oral proficiency may be the means of reaching a consensus among language teachers about the goals of the profession and point the way towards achieving some level of success in attaining them.

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OREALC ACTIVITIES

REGIONAL NETWORK FOR TRAINING, INNOVATION AND RESEARCH IN THE FIELDS OF PLANNING AND ADMINISTRATION OF BASIC EDUCATION AND LITERACY PROGRAMMES –REPLAD–

I. TRAINING AND FURTHER TRAINING

Training Projects in progress.

Distance Training Projects for educational planners, administrators and supervisors at local level, continue being developed as programmed. To this end, national coordinations have informed on the progress of national projects, comprising to date the following activities:

a. Mexico

Activities were initiated on August 20 1987 and programmed to end on August 18 1988. Personnel from three different bodies of the education sector –the Secretariat of Public Education (SEP), the National Institute for Adult Education (INEA) and the National Council for Educational Development (CONAFE), in the States of Coahuila, San Luis Potosí, Tamaulipas and Nuevo León participated. Five out of the forty five trainees initially enrolled dropped out. Four tutors trained by the coordinating body –the Programme on Research and Educational Development of the Universidad de Monterrey– attended. The report informs on the material available for this task and on their utilization. Likewise, information is provided concerning the evaluation strategy on performance, follow-up and support activities, tutorial management and procedures for the evaluation of the materials. By way of observation, the need to use more stimulating materials with a view to progressively involve trainees in their contents and the advisability of supporting the tutor's task with a guide including suggested activities, is stressed.

b. Central America and Panama

Initiated between August 1987 and February 1988, these projects covering activities carried out in Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama, have been programmed to finalize between September 1988 and March 1989. Certain circumstances in Nicaragua and Panama have contributed to the delay of these actions beyond the dates foreseen. Initial enrollment, in global terms, reached 1.516 participants, with an average drop-out rate of less than 10%. The progress report submitted by the Unesco Sub-Regional Office for Education in Central America and Panama gives detailed information on the bodies and teams responsible for each National Project, attended zones in each country, tutor's and their professional qualifications, support material provided by the Subregional Office and those prepared by the national coordinations, actions on performance evaluation, as well as follow-up and support activities developed to date.

Additionally, mention is made of the evaluative and monitoring actions which have been undertaking in relation to these projects concerning characteristics of the participating population, evaluation of the material and of the process; registration and analysis of the information provided by participants and tutors on these themes will be processed once received from the countries involved.

c. Ecuador

This project, initiated in May 1987 finalized its activities in March 1988 and was under the responsibility of the National Directorate for Teacher Training and Retraining and Pedagogical Research (DINACAPED). Total initial enrollment was of 469 trainees coming from 19 provinces of the country, made up of supervisors and directors of basic and middle education schools and handicraft institutions. 341 of those enrolled finalized their training satisfactorily, with a global drop-out of 155 participants.

The report includes valuable information on: the project's administration, actions aimed at preparing tutors, their professional qualifications and the material used in training; performance evaluation, follow-up and support activities; the programme's evaluation and some general observations. Statistical tables on the composition and flow of the participating population, and the time taken to complete each module of the package of material used, are also provided.

II. TRAINING OF TRAINERS IN EDUCATIONAL PLANNING AND ADMINISTRATION

Seminar-Workshop on "Reconceptualization and Updating of Educational Planning and Administration".

Pursuing the recomendation of the Meeting on this theme held in Madrid (Spain) during April 1988, 24 representatives of institutions or bodies forming part of the REPLAD Regional Network and of those related to Unesco and the United Nations, met in Santiago (Chile) from August 29 to September 3 1988 to analyze the specific actions for the training of trainers in educational planning and administration.

Participants analyzed the curricular proposals based on the recommendations of the Madrid Workshop, evaluated existing materials –together with the new– with a view to selecting and according their priority; identified thematic areas and commited institutions or individuals to develop them, determined linkage between the Regional Workshop and the national courses to be programmed and set up criteria concerning selection of participants, their number per country, commitments of the REPLAD institutions and additional organizational aspects.

The work was carried out in plenary sessions divided into groups and had the support of ad hoc teams and commissions when dealing with specific aspects. During the meeting, CEPAL, CELADE and ILPES experts conducted four lectures, illustrating and providing both strategic and cyclical information on the subjects to be prepared within the Programme for the Training of Trainers.

In relation to the analysis of the theme, participants debated on the scope of the proposal submitted, considered emerging situations and reached the following conclusions concerning the Regional Seminar-Workshop to be held within the field of Training of Trainers in Educational Planning and Administration:

a. ratify the three stages –moments– suggested for its implementation in accordance with the structure originally designed, recommending that special attention be accorded to the educational nature and function of each of them;
b. introduce modifications to the modules' contents in order to establish a thematic link between review of the general context and the specific characteristics of the problems, stressing evaluation of the actors, analysis of the settings and interpretation of the change in the institutional roles;
c. accord research the main role in curricular formulation, both in the themes' approach and in the design of the activities;
d. emphasize the need for pragmatic contents in keeping with the Major Project in the Field of Education;
e. use varied didactic methodologies, giving priority to those of self-learning, especially in cases where no face-to-face instructor is available, and, in all others favouring the participative and interactive component;
f. elaborate and/or select materials in keeping with the teaching-learning methodologies and strategies, producing guidelines, materials and bibliographic resources of an instrumental scope which may constitute motivating elements and may facilitate comparative analysis of national experiences;
g. conceive trainers as specialists who command the contemporary conceptual, analytical and instrumental aspects of educational planning and administration, outstanding their critical capacity, their social commitment and educational experience;
h. design a process for the selection of participants which takes account of inter-institutional national commissions –in a first stage– and OREALC's responsibility in its final stage;
i. select teachers as facilitators who may enable strengthening the reconceptualization and pedagogic approaches of the design, bringing together specialists in specific techniques in planning and administration with experts of the education sector; OREALC will be responsible for the selection of this personnel;
j. consider evaluation as a

learning resource more than as one of control, including in a systematic approach which takes into accout inputs, the process, and the product within a participative perspective;

k. the final work should aim at supporting national courses to be organized, giving it the nature of a report gradually elaborated with the contributions of each participant during the three stages considered by the process, with the assistance of tutors and within specific deadlines.

Participants also discussed the organization of the National Seminars to be carried out on the theme. To this end, they adopted the following recommendations in relation to their organization and implementation:

- Experiences and results of the Regional Seminar should be included;
- An attempt should be made to emphasize the distance education modality increasing its capacity, starting with REPLAD's member countries, and to study the sub-regionalization of the supply;
- Initiate, as soon as possible, actions for recruiting participants as well as elaborate bibliographies, inform the countries, register candidates and establish their time schedule.

III. HORIZONTAL COOPERATION AMONG REPLAD'S MEMBER INSTITUTIONS

a. Traineeships

Project BRA/86/002 (Brazil) Universidad de Monterrey (Mexico). September 1988.

Four technicians of the Ministry of Education of Brazil working in the Secretariat for Basic Education, will travel to Mexico during September 1988, on a ten day study visit which will be coordinated by the programme on Educational Research and Development of the Universidad de Monterrey. This study visit, carried out within the framework of horizontal cooperation of the institutions and bodies related to REPLAD, aims principally at familiarizing trainees with the mechanisms, administrative modalities, responsible bodies for the operation and with the Mexican institutions which are involved with basic adult education programmes, both at the state and national levels, be they or not related to the Ministry of Education. The schedule for this study visit includes activities in the General Directorate for Educational Programming of the Public Education Secretariat, in the General Directorate for Secondary Education, in the National Council for Educational Development, in the National Institute for Adult Education, in the Directorate of Teacher Training and in the National Institute for Public Administration, all located in Mexico City. Later on, in Monterrey, trainees will visit programmes and projects in their fields of competence which are carried out by specialized institutions of the State of Nuevo León and by the host University.

b. Consultative services

Systematization of experiences and design of in-service training systems for educational personnel.

This consultancy, carried out between April and September 1987 in Central America and Panama, aimed at:

- providing advice to Member States of the sub-region on the systematization of experiences, in the updating and retraining of directors, technicians and teaching personnel of the Ministries of Education;
- collaborating in the organization and development of technical workshops with a view to analyzing teacher training experiences and proposals for the organization or strengthening of permanent training systems; and
- systematizing the information gathered in various Member States and elaborating a technical document on the situation of in-service training of educational personnel.

Activities included elaboration of the Work Plan, revision of prospective studies, design of a guide for the analysis of the in-service training systems and programmes and the holding of technical workshops in each country, which enabled analyzing and readjusting propositions raised.

In the work carried out, the following institutions of the different countries involved in this consultancy participated during the dates mentioned below:

Costa Rica: National Didactic Centre and Programme on Vocational Development, in charge of the Ministry of Public Education through its Directorate for Educational Planning, from May 22 to June 2 and from June 22 to July 3.

El Salvador: General Directorates of Educational Technology, Basic Education, Secondary Education, Higher Education, Adult Education, Planning and Organization Office, Technical Assistance Office of the Project on Reinforcement of the Education System, from July 22 to 31.

Guatemala: Project on the Development of Rural Primary Education, National Programme on Bilingual Education, Directorates of Education represented by specialized organizations, universities of San Carlos, Rafael Landívar and Del Valle, National Institute and Training Services; coordination was under the Vice-

Ministry of Technical Affairs, and activities were developed from August 1 to 23.

Honduras: Teacher Retraining Centre, General Directorates of: Educational Planning and Reform, Primary Education, Secondary Education, Technical Education, Adult Education, Higher Teacher Training School Francisco Morazán,Universidad Nacional Autónoma de Honduras, Coordinating Unit for External Cooperation and Unesco National Commission; coordinated by the Vice-Minister of Technical Affairs of the Ministry of Education, and held from August 24 to September 8.

Nicaragua: General Planning Directorate, General Directorate of Basic, Secondary and Special Education, Adult Education Directorate, Technical Education Directorate, Training and Charts Department, REPLAD Training Programme; the Director of the Planning Office coordinated this activity which was carried out from June 4 to 21.

Panama: Directorate for Further Training of Educators, Faculty of Education of the Universidad de Panama, Technological University, Central American Institute for Educational Administration and Supervision, National Directorate of Education, Planning Office and National Institute for Culture. The Directorate for Further Training of Educators coordinated this activity, which was carried out from May 3 to 21.

The consultant's report provides specific conclusions for each country as well as functional conclusions on the peculiarities of each education system; among the recommendations the following outstand:

- To consider sustained support with a view to shaping into reality the proposals contained in the technical reports, as well as to design and implement training programmes in keeping with the educational needs of the population of each country and with the educational policies. This effort should not only commit the Unesco Sub-Regional Office for Central America and Panama, but also International and Bilateral Technical Cooperation Projects, whose actions in the majority of cases are dispersed and uncoordinated.
  This support should fundamentally consider the "How" in terms of design and development of the training programmes with special emphasis on the functionality of each programme, methodology, evaluation and follow-up. The Training Course for Planners, Administrators and Supervisors at the Local Level –REPLAD could be a good example.
- It seems advisable to study the possibility of a closer link between programmes and actions related to PIC-PEMCE, REPLAD and REDALF so that technical cooperation within the framework of these networks may strengthen organization and/or development of the permanent training systems in the countries of the sub-region.

c. Inter Institutional Technical Support

Under a different dimension of horizontal cooperation, mention should be made of the support provided by the Universidad de Monterrey (Mexico) to SENALEP (Bolivia) within the framework of the research "Impact of the Plans and Programmes on Adult Education" being implemented in Bolivia, the Dominican Republic, Ecuador, Honduras and Panama. In this respect, the "Programme on Educational Research and Development" of the above mentioned University has been responsible for processing the data obtained by SENALEP during the stage of implementation of the instruments used in Bolivia. This processing will enable preparing the national report which, together with the relevant or remaining countries participating in this research, will be submitted for analysis.

IV. EVALUATION OF THE MATERIALS AIMED AT DISTANCE EDUCATION OF LOCAL LEVEL PLANNERS, ADMINISTRATORS AND SUPERVISORS

a. Observations are being received from recipients of the distance education programmes concerning the multimedia material used in these activities.
Until the closing date of this Bulletin, the following programmes had forwarded this material:

- Coordinating Unit of the Educational Research and Development Programme of the Universidad de Monterrey (Mexico), from the trainees and tutors of the States of Coahuila, Tamaulipas, Nuevo León and San Luis Potosí;
- Department of Educational Administration and Planning –DAPE– of the Faculty of Education of the Universidad del Valle (Colombia), from tutors who participated in the "National Plan for Distance Education of Educational Planners and Administrators for Marginal Areas";
- Higher Magisterial Institute (Uruguay) corresponding to the analysis carried out by the Office of that body;
- Centre for Educational Administration of the Universidad de Concepción

(Chile), from participants in the Pilot Plan for the Training of Basic Education Administrators of the Los Lagos Region;

- National Department of the BRA/86/002 Project (Brazil) corresponding to the study undertaken by technicians of the Human Resources Institute "João Pinheiro", entity responsible for the training of local level directors, administrators and teachers in this Project.
- Brazilian Association for Educational Technology (Brazil), corresponding to the analysis carried out by specialists of that Institution considering possible utilization of these materials in the country.

b. The Executive Secretariat of the "Andrés Bello" Convention –SECAB– informed that following the finalization of the First National Pilot Course for the "Training of Local level Basic Education Administrators and Supervisors and of those in Literacy Programmes" in Peru, a questionnaire was elaborated on the evaluation of the course and on the multimedia materials to be used by participants. This questionnaire was also forwarded to Latin American countries conducting pilot courses. The study and analysis of the replies obtained will enable introducing the necessary changes in a revised edition of the Training Modules.

The questionnaire aims at gathering information concerning reception of the material, quality of the audio recordings, utilization of the same and observations that may be made; in relation to the brochures, the opinion of participants has been considered as regards their graphic and methodological quality, the relevance of the content, the validity of the objectives, as well as the eventual modifications to be made to these last two issues.

V. PUBLICATIONS RECEIVED

a. "Memorias. Seminario-Taller Nacional sobre Capacitación de Administradores y Planificadores de la Educación Local mediante Estrategias de Educación a Distancia y constitución de la Red Colombiana –REPLADCO–".

Cali, Colombia, 18-21 April 1988.

This document, elaborated by the Department for Educational Administration and Planning of the Faculty of Education of the Universidad del Valle (Colombia), comprises three parts: a) general description and programmes of the Seminar-Workshop; b) topics covered during its development; and c) commitments of the different regions forming part of the Colombian Network –REPLADCO–.

Themes dealt with the following issues presented: "The Major Project in the Field of Education in Latin America and the Caribbean"; "The Regional REPLAD Network, meaning and perspectives"; "The National policy and the programmes on basic education training, innovation and literacy programmes within the framework of local level educational planning"; "The pedagogic profile of primary education in the urban areas of the Pacific"; "The teacher training model of SENA"; "The National Plan for distance education of educational planners and administrators for marginal areas within the framework of REPLAD"; "Evaluation proposal of the multimedia package for the training of local level educational administrators and planners"; "Some preliminary observations on the multimedia package"; "Experiences in the training of local and regional educational administration and planning".

Immediate perspectives and decisions refer to the design of actions within the context of the Colombian network, the implementation of the National Training Plan and to the coordination of REPLAD with those of the Sectoral Planning Office of the Ministry of Education.

The document ends with an annex presenting an outline for the elaboration of programmes for the training of local administrators and planners within the REPLADCO framework.

b. "Memorias 1987. Programa Nacional de Alfabetización y Educación Ciudadana. Dirección General de Educación de Adultos de la Secretaría de Estado de Educación, Bellas Artes y Cultos".

Santo Domingo, Dominican Republic. January 1988.

This publication summarizes the activities carried out during 1987 by the Department of Non-Formal Education of the Secretariat of State for Education, Fine Arts and Culture, body responsible for the National Programme on Literacy and People's Education.

It informs on the regions which have been accorded priority attention, goals to be attained and achievements made, stressing the participation of the national bodies and international organizations –the Canadian Organization for Development, Unesco and OAS. Programmes offered are structured in sectoral actions –which take into account coordination of public and private institutions– and mass development actions undertaken by the different divisions of the Ministry of Education.

Activities accomplished by the Department comprise a

wide variety of actions which include coordination and supervisory visits, training of volunteers, joint education and health actions, research, statistical surveys, elaboration of didactic material, organization of seminars and presentation of papers in specialized events.

The document includes the list of participants, list and amount of material elaborated as well as directory of the grass-root institutions which have participated in the efforts of the Non-Formal Education Department aimed at eradicating illiteracy.

c. *"Boletín del Consejo Federal de Inversiones–CFI".*

Buenos Aires, April 1988.

The CFI has published its Bulletin Nº 2 for 1988 which includes information concerning the Spanish educational reform, whose participative component in a democratic context provides interesting perspectives as a key element in the achievement of the academic objectives. The second article deals with the implementation of the Education and Human Rights Project of the Province of Entre Ríos and reflects the will of the educational authorities to overcome the traditional rethorical level, movilizing human and institutional resources related to concrete manifestations which may effectively implement the social will for freedom and dignity of man. The section "Echando la Red" (Spreading the net) informs on specific CFI supported projects and on the development of traineeships within the framework of horizontal cooperation among the REPLAD institutions. A bibliographic annex completes the publication.

REGIONAL NETWORK FOR THE TRAINING, FURTHER TRAINING AND UPDATING OF TEACHERS –PICPEMCE–

I. REGIONAL OR SUB-REGIONAL MEETINGS

"Taller de Reflexión Acción sobre la Articulación de la Educación Inicial y la Educación Primaria en América Latina. Paipa, Colombia, April 25-29 1988.
(Reflextion/Action Workshop on Articulation of Initial and Primary Education in Latin America).

Under the auspices of the UNICEF and Unesco Regional Offices for Latin America and the Caribbean and the Government of Colombia, 33 participants from 11 countries met in Paipa, Colombia at the end of April to analize an old theme within a new context: articulation and coordination of efforts for the integral attention of children 0-7 years old and for primary education.

Participants debated the theme related to the analysis of concrete mechanisms to support this articulation, which is perhaps one of the main courses of maladjustments of the primary education child and of his rejection, repetition and drop-out, particularly in marginal areas.

Among those who attended the meeting were specialists in education, from a vice minister to a classroom teacher, as well as representatives of the health sector, which enabled having and overall view of the problem on articulation.

Specifically, within the framework of the PICPEMCE Network, the idea that the child should receive an integral attention from birth to at least adolescence was promoted. Participants found the problem of utmost importance and formulated the "Paipa Appeal", addressed to governments and to non-governmental and international organizations. In part, the document states:

Recognizing

That the child is not sufficiently valued in his own rights and as natural expression of the hope for a better future for our countries.

That the majority of children in Latin America is not receiving an integral attention to enable normal development.

That the Latin American governments are not sufficiently aware of the importance of investing in the integral attention of the child.

That transition to primary education is traumatic and affects both the child who receives initial education and those who do not.

That a mechanism allowing for a successful transition from pre-school to primary education would be the result of the

articulation between modalities for the attention of the child within the family, initial education and school.

That there is an accelerated cultural uprooting process and a loss of autochthonous values as a fundamental part of the child's life.

Therefore, recommends

Latin American governments, non-governmental organizations and regional and international organizations,

To recognize the child's rights, potentialities and hopes for the future, as well as to be perceived as the focus of an integral, timely and sustained attention.

To foster, through programmes for the attention of early childhood, understanding among countries, without distinction of race, religion or ideologies, as a means to ensuring peace.

To support integral attention to the child since his conception as a way of promoting his total development.

To support the family, in the unreplaceable task of providing timely attention to their children's growth and development needs.

To urgently widen coverage of the attention to the 0-7 years old child, according priority to programmes for the integral attention of children of marginal areas.

To carry out in-depth changes in the orientation of Initial and Primary Education in order to allow for a better articulation of efforts towards overall attention of the child.

To train new educational agents capable of stimulating substantive changes in the programmes on integral attention.

To revalidate developments of culture within the framework of the Decade for Culture, fostering active participation of parents, families and communities in the growing process of children and of the families themselves.

Commitment in legislating and decision making in favor of the eradication of physical punishment, torture and social violence affecting childhood.

To establish national, binational and multinational programmes for the overall attention of high risk children due to wars, internal violence and repression.

To promote collaboration and articulation of strategies, programmes and projects among international organizations and agencies to allow for a better integral attention of the child.

Finally:

Participants, convinced that the right to life does not mean only survival but additionally that each child may live with dignity and under favorable conditions to enable maximum development of potentialities, note the urgency for expanding and bettering overall atention starting from the child's conception.

CARNEID/PICPEMCE Seminar for Caribbean Teacher Training Institutions. St. Vincent, June 6-8, 1988.

This seminar had the participation of the majority of the Caribbean country members of PICPEMCE and many others which expressed interest in forming part of it, including St. Vincent and the Grenadines, Dominica, Guyana, St. Martin and Dominican Republic. Although the main objective of the meeting was to exchange initial innovative experiences of the Teacher Training Institutions, its outcome was the development of three projects aimed at a closer link of the Network's actions.

The meeting progressed towards this closer integration by means of a four-step plan:

First step: identification of the needs, interests and problems related to teacher training. It includes:

- research models for training
- training for multigrade teaching
- distance education techniques
- in-service training in school
- teaching of reading
- bilingual education, and
- pedagogical training for school administrators.

Second step: reorganization of a list of problem areas. The following were identified: a) basic teacher skills (research, design of curricular material, etc.), b) practice teaching (evaluation and valorization, methodologies, etc.) and c) specialized pre– and in-service training in fields such as administration, distance education techniques, adult education, etc., within the main areas of continued action.

Third step: identification of resources and possible action areas. A preliminary list was elaborated.

Fourth step: formulation of actions of the Cooperative Programme. Three projects were identified:

a. Retraining of basic skills
b. Retraining of teacher practice
c. Retraining of educational contents.

Follow-up activities are foreseen through cooperative programmes among individual Teacher Training Schools,

CARNEID and the PICPEMCE Network.

II. NATIONAL ACTIVITIES

Chile

With a view to facilitating communication among the 22 institutions forming part of the PICPEMCE Network in Chile, the Centre for Training, Experimentation and Pedagogical Research, focal point in this country, has published an "Information Bulletin" containing the most relevant actions carried out throughout the country.

The first issue of this bulletin presents a list of institutions participating in the Network, with their addresses, persons responsible for the coordination and specialization fields. In Chile fields such as reading-writing, distance education, interdisciplinarity, pre-school education, educational material, etc., have been considered as elements on which member institutions should focus their attention. In a meeting held in Valdivia during April 1988 (see Bulletin Nº 15 of the Major Project) twelve universities interested in distance education and didactic material met with a view to interchanging experiences and formulating projects.

The first PICPEMCE Network Bulletin published in Chile also includes conclusions and projections of a Workshop on the "Reading-Writing as a factor of school success or failure", held in the Training Centre (Lo Barnechea, Santiago) from June 27 to 28, with the participation of 31 specialists. Among the papers presented in the Workshop, copies of which may be obtained at the Training Centre, are:

- Initial reading and computation
- Pilot Study of the Textbook "Aprendo con mis Palabras" (I learn through my own words) compared to the Textbook "Lenguaje" (Language) in the Teaching of Reading and Writing.
- Incidence of the technical pedagogical training of General Basic Education Teachers on first grade repeaters and dropouts, as basis for structuring a specialized programme.
- Integration of two theoretical models faced with the reading and writing process; the ability model and the psycholinguistic model.
- The influence of the sociocultural environment on learning means for the rural child.
- Technical Precision System for the teaching of initial reading-writing.
- Relation between the psychomotor and comprehensive reading variables of 3rd and 4th grade General Basic Education students.
- The teacher variable in reading-writing.

Considering the great interest of this meeting, a second Workshop on this theme is foreseen during the current year.

Bulletin Nº 1 published by the Training Centre ends with a list of 10 publications which are at the disposal of the Network members.

Peru

The PICPEMCE Network in Peru, initiated in the Department of Cajamarca in the interior of the country, has undertaken two activities of much importance for the training of Peruvian educators:

- Through seminars and cooperative programmes the Cajamarca Network has been strengthened, and gradual expansion to other parts of the country has started.
- A series of practical material has been published with a view to stimulating changes and to promoting reflection/action among the training/retraining centres and teachers in the country.

In a triptych published by the Peruvian Network, the plan on the expansion and strengthening of the Network is described. Officially, the Cajamarca Sub-Network started in 1987, and 1988 has been foreseen as the year of its consolidation and expansion to other departments of the Andean Trapeze (considered as the most deprived in the country) and to other regions according to their interest. During 1989, expansion at the national level is foreseen. As for the Cajamarca experience, expansion is based on the administrative structure in force and on the use of available resources in each department. All actions are promoted by the General Directorate of Higher Education of the Ministry of Education, focal point of the PICPEMCE Network in Peru.

Initial publications reflect the need and realities of the teachers living in Cajamarca and in rural areas. Among them, the following titles or activities are included:

- Triptychs and informative material on the Network for wide dissemination.
- Process for tranferring the technological package for its application by teachers of rural areas.
- Norms for educational activities of the Higher Pedagogical Institutes - 1988.
- Pedagogical Guidelines: Social Interaction in Theory and Learning.
- Methodological Guide for the development of the Subjects on Natural Sciences and Historic-Social Sciences in the Second Grade of Primary Education.
- Primary Education study programmes for Unitary Educational Centres.

- Periods and levels of childhood thinking proposed by Piaget.
- Educational diagnosis
- Experimental research and education
- Community Project on Reforestation: Methodological guidelines for its reformulation.
- The school nursery garden
- Better "cuyes" to Feed the Family
- Working Guide for the Transfer of Appropriate Technology.

Colombia

As perhaps the first integration action of the three Networks into the Major Project (REPLAD, REDALF and PICPEMCE) at the country level, the Southwestern Colombian Network, with its focal point at the Faculty of Sciences of Education of the Universidad del Valle in Cali, programmed for the V Meeting of Deans of Education Faculties of that Network, working sessions on the way in which actions should be articulated. The meeting was held in Pereira, Colombia from June 16 to 17 1988.

The agreement signed by the coordinators of the PICPEMCE, REDALF, and REPLAD Networks in Colombia stated as follows:

Delegates of the PICPEMCE, REDALF and REPLAD Networks in Colombia, meeting in the city of Pereira during 16 and 17 June 1988, in the V Meeting of Deans of the Faculties of Education of the Southwestern Network, considering:

The conclusions and recommendations of the Second Meeting of the Intergovernmental Regional Committee of the Major Project in the Field of Education in Latin America and the Caribbean, concerning the Network's participation in the process for the revision and implementation of the National Plans of Action.

The debates carried out during the V Meeting on the need to promote integration and cooperation among the Networks with a view to increasing efficiency of their actions in the achievement of the Major Project's objectives.

Agree:

- To inform Ministry of Education authorities on the Networks' will to collaborate, fully and coordinately, in the process for the revision of the National Plan of Action and in the implementation and follow-up of its actions, within this context.
- To promote working mechanisms which may strengthen integration of the Networks through the joint discussion of the Major Project's key themes.
- To publish a Bulletin, as a joint action of the three Networks on the activities of the Major Project in Colombia and in the region.
- To hold, at least once every six months, a working meeting of the Network's representative in order to evaluate progress achieved in the joint actions and to agree on future programming.
- To promote active participation in the Networks' activities of the Faculties of Education and of other interested institutions in socio-educational development.

As concerns other themes discussed in the Meeting of Deans, the following was agreed:

Reading-Writing at the Faculty of Education cannot be separated from other factors and requires interdisciplinary treatment.

There is need to introduce changes in teacher training which may give rise to Pedagogical Development in the Field of Reading-Writing and not to the repetition of different criticisms.

Stress the fact that global research is being carried out in the country (Methods, specific works) on Reading-Writing bearing in mind factors involving the situation (economic, social and cultural factors).

The Networks' strategy permits progressing better towards the identification of the solution to common socio-educational problems. The Networks should promote events which foster exchange of experiences, analysis of the theoretical, methodological fundaments and clarification of the lines of action for the integrated task in the Field of Reading-Writing.

Define research lines to articulate different research efforts oriented to Reading-Writing, as well as to overcoming school failure, both of which must be stimulated and given priority within the Faculties of Education.

Foster systematization, dissemination and change in the field of reading and writing.

Seek joint organization modalities for the actions of the three Networks.

Participate in the revision of the National Education Plan.

During the meeting the following technical documents were submitted and discussed:

"La urgente necesidad de formar docentes que transformen las prácticas de la lectura y la escritura". By María Elvira Sarria de Alonso.

"Evolución de la lectura en el nivel primer grado de enseñanza básica primaria. Factores de fracaso y otros aspectos". By Luis Hernando Rincón of the Universidad del Cauca.

"El descifrado y el significado en la enseñanza de la lecto-escritura-Educación Primaria". Freddy Solarte Ruano, Universidad de Nariño.

"Una experiencia de enseñanza de la lectura con niños que tienen alto nivel de repitencia del primer año de Escuela Primaria en un barrio deprimido (Aguablanca) en

Cali-Colombia". Miralba Correa y Blanca Cecilia Orozco, Universidad del Valle.

"Institución VSCALLE". Roberto Giraldo, Universidad del Quindio.

"Escuela Comunitaria". Fredy Pizzo, Universidad del Cauca.

"Promoción Automática. Análisis Crítico de la Medida". Gustavo Arango, Universidad Tecnológica de Pereira.

Within the context of the PICPEMCE actions three workshops on the global theme "Cuando dos lenguas y varias culturas entran en contacto en la Escuela... ¿qué hacer? what to do? (When two languages and several cultures are used in school...) were also carried out during May and June at the "Resguardo de Munchique-Tigres (Municipio de Santander de Quilichao). For example, some aspects of the conclusions of the Workshop on Regional Space, societies and cultures are herewith presented.

Importance of the location in the natural-geographic and socio-historical space for any educational process (construction of the child's personality and socio-cultural integration).

Information on the history of the paeces, totally non-existent in schools. Some "Mapas parlantes de Colombia Nuestra" (Illustrated Text books of Our Colombia) were utilized.

Discussions also dealt with the theme of the conception of time on the Paez thinking and the relation time-space as a fundamental component of a culture. Obviously, participants knew nothing about these dimensions and debates only barely gave rise to awareness.

At the end of the meeting, participants were convinced that there existed several languages and that this was related to ways of thinking, acting, customs, etc... which should be respected. They, therefore, reached the conclusion that the Paez language should be taught in school, or at least give the opportunity for children and the community to use their own language in school, even though the teacher may not know this language.

Costa Rica

As part of the process for consolidating the PICPEMCE Network, the University of Costa Rica, focal point of it in the country, promoted five important actions:

A National workshop on reading-writing as a factor of school success or failure, which was held from August 9 to 12 with the participation of 15 specialists. In pursue of the Workshop's recommendations and projections, support on the theme is foreseen in the basic education schools of the country.

Meeting convened with the other universities and training/retraining centres with a view to joining efforts for innovation and change in the training of educators. These meetings tend to strengthen the Network in the country.

Follow-up activities on the theme "Educational Administration as an Activating Force for change in educational innovations", in line with the conclusions of a Workshop carried out last year, by which support is being provided to administrators in their efforts to introduce innovations in schools. This activity is being undertaken in conjunction with the REPLAD Network in Costa Rica.

Elaboration of a video-casete on the theme of Education for the Movement connected with health and nutrition, also the subject of analysis in a workshop carried out in 1987.

After the Workshop on the method for critical approach to a museum, the PICPEMCE Network in Costa Rica has elaborated a project on the theme. This project is located at the Western Regional Seat of the University of Costa Rica in San Ramón.

Nicaragua

Nicaragua officially became a member of the PICPEMCE Network during this period. The focal point is located in the Directorate for Teacher Training and Retraining of the Ministry of Education which, as part of a more extensive action, is developing a research on the country's situation concerning teachers and their needs. Initial activities have placed emphasis on rural areas.

Guatemala

Nothwithstanding the fact that Guatemala had previously participated in various activities of the PICPEMCE Network, it officially formed part of the countries of the region that promote innovation and change in teacher training only recently. The focal point is located within the National System for Curricular Improvement and Adjustment.

A programme on change which combines curricular aspects and in-service and training programmes with the development of new educational materials has been promoted. Perhaps the core of this movement lies in training educators in the organization of a curriculum which takes into account the fundamental elements of the local environment and the students's way of life. To this end, a programme for the adjustment of the curriculum by grades, up to the second grade of basic education during this year is being implemented.

Curricular adjustment is

understood as a permanent process for the adjustment of the curriculum with a view to ensuring flexibility, funcionality, relevance, unity, interdisciplinarity, horizontality, required in the educational process with a view to meeting the national, regional and local development demands, as well as the cultural and social environment.

In order to implement this conception, four major strategies are being developed:

- Restructuring the curriculum.
- Reformulation of the curriculum.
- Descentralization of the curriculum.
- Formative evaluation.

With a view to making these actions feasible and that they may become a permanent and participative process, the National System for Curricular Improvement and Adjustment –SIMAC– operating as a network at the national level, is being implemented. This system is formed by the Central Unit, Regional Units and the Workshop on Curricular Adjustment at the local level, in addition to community participation in some occasions. Thanks to them, the curricular process is socially based with the participation of local community members: parents, teachers and students, as well as other agencies for development and teacher organizations, thus effectively meeting individual needs and local development demands.

A great number of training and in-service training activities have been carried out in the country which, though disperse, sporadic and mainly limited to teachers, constitute the foundations on which the National Sub-System for Teacher Training has been implemented as an essential strategy of the National System for Curricular Improvement and Adjustment, in order to provide support to the administrative and curricular reforms and to the permanent improvement of education.

This Sub-System falls within the context of permanent education and includes initial training and further training and updating of all the personnel working in the education sector: directors, technicians and teachers, within formal and non-formal education. The Sub-System has enabled better coordination and integration of the training activities, curricular development and research carried out through the SIMAC.

In fact, plans and programmes for the training of this personnel have already been formulated with flexible criteria, in keeping with the new Curricula of the educational system for their proper adjustment to the real needs of the country, placing special emphasis in rural and urban marginal sectors. The retraining process has been guided by participative and solidarity principles, in addition to scientific and technical-pedagogical criteria.

It has given rise to a permanent and in-service process, with no cost for the teacher, undergoing self and mutual retraining in the 300 workshops for curricular adjustment periodically operating in the country.

This permanent retraining process has been possible thanks to a multiplier strategy which enabled training 40 professionals from the SIMAC Central Unit, as later on they trained 325 Multipliers throughout the country and 308 Supervisors. These in turn, trained 13.000 Teachers who at the time were applying pre-primary and first grade primary education curricular guides. Likewise, the Supervisors have started a training process for directors of primary schools with the same objective.

III. TEACHER TRAINING EDUCATION PROGRAMME

In order to support teacher trainers in the process of updating knowledge specially in the supply of information and materials on new subjects which are now integrating curricular aspects of basic education, the PICPEMCE Network is preparing a series of approximately one month "short distance courses" that would come into operation in 1989.

The courses' methodology of action-reflection-action, allows an exchange between participants as well as the analysis of the reality in which they work. At the same time each unit promotes solutions adapted to the teacher trainers' environment permitting a better organization of the programme directed to future teachers' preparation. Said courses are actually being tried out by teachers and training centres.

Through PICPEMCE principal approaches, the distance courses would be offered to over 8,000 teacher training centres at an experimental level, in Latin America and the Caribbean.

Among the initial themes proposed for the courses, the following are:

- Curriculum adapted to local needs.
- Integrating children with special needs in Primary Education.
- Education for peace.
- Methodologies devised for the urban marginal zone teacher.
- Special contributions for the rural teacher.
- Population education.
- Evaluation of students for promoting their maturity and inward growth.
- Environmental education.
- New sciences in basic education.
- Mathematics and the life of the student.
- Transition between the in-

tegral attention for the less than year old child and primary education.
- Bilingual and multicultural education.
- Nutrition education.
- Simple techniques in research.
- Multi-purpose education.
- Education, drugs, alcoholism and AIDS.
- Education and culture.
- Computer training and education.

IV. PUBLICATIONS

PICPEMCE publications have been divided into 7 series. The following are the names of each series and their latest publications:

Information Document Series

- PICPEMCE Triptych 1987 (Nº 5)
- PICPEMCE, a Network of Networks. Héctor Gutiérrez S. 1988 (Nº 6)

Technical Documents Series

- Three experiences on the rescuing of the School's identity, Gabriel Castillo, 1988 (Nº 7).
- The transition process between childhood attention and primary education programmes in Latin America. Gilberto Calvo, 1988 (Initial Primary Education) (Nº 8).

Practical instruments Series

- Let's educate with music. Raquel Ojeda Leiva, 1987 (Initial Education) (Nº 6).
- Towards a regional exchange and horizontal cooperation Network of Innovative base educators. Eradio Mardones O. 1988 (Primary Education) (Nº 7).

Meetings Series

- Improvement of Population Education materials for Primary Education and Postliteracy. Regional Workshop, OREALC, Santiago, Chile, May 27 - June 5, 1987 (Nº 7).
- Final Report. Regional Workshop on orientation for the development of training material for infant education. OREALC/Unesco, Santiago, Chile, June 8-12, 1987 (Nº 8).

Training Programme Series

- Practical course for the launching of Curriculum adapted to local needs (5 units, Preliminary version) 1986 (Nº 1).
- Unit on the integration to Primary Education of Children with special needs (Nº 2).

Books for the promotion of educational changes Series

- Contributions for a peace pedagogy. Esther de Zavaleta, OREALC, Santiago, Chile, 1986 (Escuelas Asociadas) (Nº 1).
- Steps towards a Flexible Curriculum, Vol. 1 (Theory). Donald A. Lemke, OREALC, Santiago, Chile, 1987 (Primary Education) (Nº 2).

Methodological Guidelines Series

- Guidelines for teaching in overpopulated classrooms. Jean Valerien 1988 (Primary Education) (Nº 5).
- Guidelines for the Development of Primary Education materials 1988 (Primary Education) (Nº 6).

Further to OREALC publications, an exchange of said publications is being carried out with publications of different countries. The following are some of them:

- Integrating socio-educational action of initial education programme. Unesco, PICPEMCE Network - Uruguay.
- Ethnographic research. Teacher training. Araceli de Tezano, Chile.
- Trend in Teacher Training. María Ines Solar P. Universidad de Concepción, Chile.
- Significance of Neurobiology and Neuro-psychophysiology of learning research in Education. María Inés Solar P., Universidad de Concepción, Chile.
- Questionnaire. Definition of the professional and occupational profile of teacher trainers. María Ines Solar, Universidad de Concepción, Chile.
- Information Bulletin. Ibero American Association of Higher Distance Education. Article: Learning theories most compatible with Distance Education. María Inés Solar, Universidad de Concepción, Chile.

72

REGIONAL NETWORK FOR TRAINING OF PERSONNEL AND OF SPECIFIC SUPPORT IN LITERACY AND ADULT EDUCATION PROGRAMMES - REDALF

Area: Literacy

Action Line: Research/evaluation

Evaluation-projection of national literacy efforts

Despite all efforts made in the region, illiteracy is still a social critical problem; in the Second Meeting of the Intergovernmental Committee of the Major Project (Bogotá, 1987), the existence of grave limitations and obstacles hindering the eradication of illiteracy, was verified. Attention was paid, as well, to the need that countries should reformulate their strategies to be implemented in the 1990-2000 period, and initiate an evaluation process of national literacy experiences in which civil society and the State should be committed, in the understanding that this would permit making decisions and reformulating strategies based on background information originated in the region.

As a means of organizing and systematizing this evaluation task, Unesco/OREALC is developing a multiple activity consisting in the elaboration of a background document on the subject, along with a methodological guide supporting the process, and an instrument for the collection of information. While the background document supplies the theoretical framework, the guides offer the operative framework for the evaluation process.

The background document presents the actual illiteracy situation in the region; statistics show the magnitude of the problem and a classification of countries aimed at visualizing common tasks and possible experience exchange, is proposed. Valuable orientation on the subject of illiteracy, elaborated during the decade within the framework of the Major Project, is systematized. The importance of evaluating literacy experiences has also been brought up, together with the clarification of some dilemmas derived from this activity presenting alternative models. The document particularly emphasizes the need to evaluate from "within the educational work, giving special importance to the opinions of those involved in the programme", as well as trying to evaluate expected and unexpected processes, transforming this action into an organized national task.

The methodological guide offers a flexible normative model making possible the evaluation effort. The stages of the process, its objectives and activities, are established in this sense.

The evaluation is presented as a collective, institutional, autonomous and, simultaneously inter-institutional effort. To this effect, it is recommended that each institution should self-evaluate, keeping in mind the "institutional cultures" and not the opinions of isolated persons, involving in the process governmental as well as non-governmental organizations, together with already developed programmes or those being at present, carried out, all in a joint action directed by the State. The data collection instrument complements the methodological guide permitting the description of the last decade's institutions and literacy programmes. It also facilitates the present situation evaluation diagnosis and, from this point, initiate the evaluation-projection process.

CREFAL will collaborate in the collection and information analysis task. The results of this activity will be presented at the Regional Seminar on Educational Policies and National Literacy Eradication Strategies, to be held during the second semester 1989.

Area: literacy

Action Line: Training

Literacy and adult education traineeship

A traineeship on literacy and adult education was held in Brazil from March 7 to 19. This activity counted with the support of the Fundación EDUCAR and three participants attended: from Mexico (INEA); Nicaragua (Ministry of Education, Dirección de Educación de Adultos), and Colombia, (Ministerio de Educación, Dirección de Alfabetización y Postalfabetización). Participants visited and learned about Fundación EDUCAR's work in Rio and of the Baixada Fluminence's experimental project. They, additionally, made field visits so as to learn about experiences in San Pablo and Pernanbuco states (Recife, Olinda, El Cabo and Caruaru). They also looked into literacy and basic education programmes and were particularly interested in: administrative decentralization processes carried out in the regions; Fundación EDUCAR relationship with the enterprise sector; some programmes of community organizations; the

73

experimental character of some of the experiences making possible a continuous renovation of the same.

Within the cycle of traineeships in 1988, Colombia will be hosting one of them.

Area: Literacy

Action Line:
Technical Assistance

Mission to El Salvador

A Unesco mission in support to literacy, was carried out in El Salvador from May 30 through June 8, at the request of the UNDP Office.

The aim of this mission was to analyze present literacy efforts, identifying main needs, proposing action strategies in this mater. Particularly interesting were innovative intersectorial character experiences and the possibility of promoting national programmes using mass media, as radio and television. Potential and real illiteracy in this country, as well as school dropout, are the critical problems encountered, aggravated during latest years by displaced population resulting from internal struggles and the 1986 earthquake.

Even though national and international organizations have worked in the field of literacy in El Salvador, programmes have not altogether been up to the necessary levels, or been stable enough in their actions; the conditions of social conflict have aggravated the perception of ideological connotations surrounding literacy activities, wherein confronted positions tend to show up.

As a product of the mission, a diagnosis about literacy was elaborated and bases were set for the formulation and initiation of a UNDP/Unesco Project.

Area: Literacy

Action Line:
Teaching material

Elaboration of inter-active video material for personnel training in the collection and management of literacy and adult education statistical information.

An often encountered problem facing national adult education organizations, is the lack of sufficiently trained personnel to generate and manage statistical information, an undoubtedly useful element in decision-making and in carrying out planning, programming and evaluation tasks.

Consequently, OREALC has delegated in CREFAL (Mexico) the project of creating and disseminating material and methodology destined to the training, in the field of statistics, of personnel participating at the different levels of adult education. As a working means, the video cassette supported by printed material, has been considered, as it permits a certain interaction degree with the user and an adaptation to individual time schedules and rythms of work. Target users of said programme are the management, technical planning and programming, as well as the operative personnel. The main purpose is supplying basic techniques for the generation and management of statistical information, useful in adult education and, in particular, make known its usefulness and application possibilities, understanding to the full the context in which the work related to this management is carried out.

Up-to-date, work has been done in the development of the course's contents and in the guidelines of a pilot programme. The group of materials will be validated with small samples in Mexico, Honduras and Venezuela, and upon the basis of this task, the final version will be presented.

Area: Literacy
Action Line: Publications

Literacy Programmes' evaluation

Regional Technical Consultation, Maracaibo, Venezuela, November 6- December 30, 1987. Final Report. Unesco-OREALC, Santiago, Chile, 1988.

Evaluation of literacy experiences continues to be a priority and an unended task in Latin America and the Caribbean. This publication presents an analysis of the evaluations of some of the literacy programmes (Brazil, Honduras, Nicaragua and Venezuela) aiming at making precisions and fundament main pending problems on this subject in the region.

The document presents reflection elements with aspects such as: to what extent does the socio-political context influence evaluation processes; how is evaluation carried out in decentralized programmes and projects; to what extent is evaluation related to the demand of presenting an external, efficient image or responds to the need of counting with objective information on the programmes; to what extent is evaluation oriented more to the acquisition of coverage data, than to the search of planning input or the readjustment of policies and strategies; how do the different social institutions and organizations as well as literacy workers and students participate in the evaluation process; to what extent is the evaluation of administrative or technical aspects considered relevant; what significance is being given to objectives, training and engagement of literacy workers and teaching material evaluation; how is the "extra-educational" impact evaluated; how is evaluation articulated with research and planning; is evaluation conceived and developed as a training process, that is, as a possibility of examining and correcting activities carried out.

Area: Bilingual education

Action Line:

Teaching material

Didactic text Manual for indigenous teaching:

Project on the elaboration of a didactic text manual for indigenous education is considered in the institutional commitment contemplated by the REDALF in relation to bringing priority attention to the educational needs of indigenous populations.

This is a subregional project counting with the cooperation of the Spanish Government and carried out through agreement with Mexico (INEA and CEE) and Ecuador (Corporación MACAC) institutions. The programme is based on the following assumptions: (a) the didactic text is one of the most valuable aids to school labour, acting as mediator between learning contents and its updating as a teaching-learning process; it fulfills this liaison function for learners as well as for educators; (b) the didactic text can be defined as "an intellectual functioning model, filtering and organizing knowledge" (Richaudeau, 1981:49) (1) that is, didactic material incorporating in them, the cosmovision proper of the culture in which they have been conceived; this may hinder its being understood when utilized in/for different sociocultural contexts. (c) In the case of indigenous education this problem is particularly grave as the texts used, mainly reflect Western literacy culture, that is, ways of thinking, organization of knowledge and the conception of the world, all of which refer to different visions than those in indigenous cultures.

The project has already reached the first stage; in particular: (i) selection of a sample of bilingual and mono-lingual educational material used in literacy and postliteracy, basic adult education and school basic education programmes, produced by governmental, non-governmental and indigenous institutions; (ii) rescue and explicitly explain, through a linguistic, conceptual and methodological analysis, the selected didactic material elaboration process.

At present, in Ecuador as in Mexico the second stage of the project related to the "Manual sobre el texto didáctico" (Manual on the Didactic Text) is being developed, systematizing prior stage results. Codes, classification systems and data organization structures, etc., are described, regulating teaching material production. This manual, which will be validated by indigenous educators, will make possible for them a thorough understanding of the elaboration and structure of the didactic texts process, so as to adapt and reinterpret them, thus being able to produce their own ethnoculture material.

Area: Bilingual education

Action Line: Technical assistance

Technical assistance to bilingual education in Peru

During June, an advisory mission to the Ministry of Education of Peru was carried out. As a result of said mission to Lima and Puno, a preliminary diagnosis on the educational models, achievements and difficulties, encountered in bilingual education of the country was elaborated. Advances accomplished by said experiences, adhering to the so called, "intercultural bilingual education model" (1), were observed, particularly by the "Proyecto Experimental de Educación bilingüe de Puno, (Experimental bilingual education Project in Puno) that, moreover, occupies a leading place at the Latin American level.

The following conclusions and recommendations are relevant:

a) Although there is no intercultural bilingual attention, there is a conjunction of projects adopting, partly or in full, this approach in which the State participates in various manners;
b) Different projects adhering to the above mentioned model, are being carried out in Peru, placing this country in a leading position in respect to educational paradigms for multiethnic countries.
c) These projects often do not find the appropriate institutional link, remaining in an experimental level, circumscribed in space and time;
d) The country counts with one of the most advanced legislations in Latin America concerning native tongue and culture. These regulations in conjuction with new education and regionalization laws, constitute the legal and operational framework enabling them to pass from the EBI experimental stage to its gradual institutionalization.
e) The analysis of experiences clearly reveals that necessary conditions for transferring the human re-

(1) Richaudeau,François: Concepción y producción de manuales escolares. Guía práctica. Traducción de Radamante Dintrans. Colombia/Paris. SECAB/CERLAL/Unesco/ OREALC, 1981, 290 pp.

(1) The definition of bilingual intercultural educational model, is the one that promotes the upkeeping and development of vernacular language and cultures, supplying educational attention to indigenous populations in accordance with the peculiarities of their culture in due balance with the national cultural tongue.

75

sources, technicians and scientific capital, up to now in the hands of EBI to the State, are present, that is, make from the tradition woven around the bilingual, intercultural education model, the core from which this modality may spread and become institutionalized.

The technical assistance task will continue during this year.

Area: Bilingual education

Action Line: Research

Diagnosis Study on bilingual education

Within the framework of the preparatory activities of the Regional Intercultural Bilingual Programme for indigenous children and adults, sponsored by OREALC, a diagnosis study has been initiated pointing at determining the present state of indigenous education in five countries of the region: Bolivia, Ecuador, Guatemala, Mexico and Peru.

The study tries to present specification elements for the above mentioned Regional Programme, in accordance with its main lines of action: National Policies and Strategies, Training of Human Resources; Didactic Material; Research and Horizontal Cooperation.

Likewise, the study, of a descriptive character, presents and, at the same time, systematizes, information on the different programmes and/or existing projects in this field, Furthermore, keeping in view the five countries of the so called Indo America, the diagnosis study tries not only to sustain a comparative analysis, but to outline an evaluative reflection and supply the basic information to promote and make possible a mutual understanding and exchange between the various experiences described.

Among the aspects to be investigated: the national issue, the ethnic and bilingual education issues, present tongues and native cultures, context and background information of bilingual education (educational policies; indianism and/or language policies, legislation, historic experiences of bilingual education), bilingual education (general education and indigenous education, bilingual education and its relationship with adult education and literacy in general, bilingual education projects and programmes, educational coverage, approaches and strategies, organization, research, evaluation, school follow-up, study plans, teacher training and further training, didactic material, proposals, and new strategies in bilingual education).

The first cycle of missions has been carried out in Mexico, Guatemala and Peru during which information has been collected covering a great part of the mentioned aspects.

At present, the gathered documentation is being analyzed and systematized and the second stage of field work will start in October in Bolivia and Ecuador.

Area: Postliteracy

Action Line: Teaching material

Methodological Guide on reading material production for Adults neo-readers

The homonymous book systematizing the most relevant contributions out of the cycle of Workshops of Reading Material Production, organized during 1987 in 9 countries of the region by OREALC, within the framework of the cooperation agreement between Unesco and the Government of Spain, is now being prepared.

The book is destined to educational technicians who at the central and periferial levels are in charge of reading material production and, also, to non-governmental associations, communities and cultural promoters.

The text is organized in two parts: the first concerns reading material from a conceptual and theoretical point of view, particularly, the role and functions played by this material; characteristics of the adult neo-reader and the relations between materials; oral and written communication. The second part describes each of the material production stages process. Among them, criteria for subject selection and objective formulation, as well as validation modalities, are indicated.

A selection of material produced in the abovementioned national workshops, as well as a brief orientation guide for the carrying out of workshops on reading material production and basic bibliographic information, is annexed to the text.

Area: Postliteracy

Action Line: Development projects

Regional Project on Postliteracy and Work for Young People and Adults in Latin America and The Caribbean

There is agreement in the education world about the necessary character of education-work integration in what concerns the need of a process capable of radically transforming present education characteristics and their role in the social system. In this sense, within the framework of the Major Project of Education in Latin America and the Caribbean, a permanent concern to articulate education-work as a crucial element for education and social democratization, has originated. On the other hand, in the greater part of countries in the region, the education-work integration experiences have been limited to isolated attempts.

Within this content and taking up once again the conclusions and recommendations of the Regional Technical Seminar on Postliteracy linked to work and of the regional study on the subject, a development project to be presented to extra-budgetary financing sources, has been prepared.

It is expected that the project will contribute to: a) Adequately face up to the problems of unemployment and underemployment the poor populations of the region through a decrease in illiteracy and its contribution to a better integration of adults in the social and labour world by the acquisition of new working skills; b) a closer articulation between education and work, transforming this integration into a unification principle of the educational system; c) a social modification attitude envisaging the education-work relationship. d) Create conditions for a transformation of the social and cultural space of young people and adults through greater participation, better quality of life and greater awareness of their role within the social and productive system.

In postliteracy linked to work programmes, the project is oriented in particular to designing, applying and evaluating new educational models capable of responding to the labour and productive requirements of poor populations. Experiments will be carried out in study plans, teaching-learning methodologies, didactic material and training and further training of personnel in charge of these programmes. The project is conceived as a concerted action of governmental and non-governmental organizations; it has a regional scope and contemplates a five year duration as of September 1988.

The programme has been, now, presented to UNDP and IDB who are at present evaluating the request.

Area: Postliteracy

Action Line: Technical meetings

Regional Technical Seminar on Postliteracy linked to Productive Work

Mexico, Pátzcuaro, March 14-18, 1988.

This meeting ended the research work on postliteracy linked to productive work.

The meeting was the closing activity of the Regional Research Project on this subject with a view to exchanging conclusions between the national teams. At the same time, the event made possible the completion of the research work as the analysis was supported by the research workers participation and new conclusions and recommendations for future work were formulated.

The meeting was organized by OREALC in conjunction with INEA (Instituto Nacional para la Educación de Adultos, Mexico) and CREFAL (Centro Regional de Educación de Adultos y Alfabetización Funcional para América Latina, Mexico). The institutions and participants were in the majority of cases, those responsible for research in the various countries. Twenty three specialists (9 women and 14 men) from the following countries and institutions participated: Bolivia (CEBIAE, Centro Boliviano de Investigación y Acción); Brazil (Fundación EDUCAR); Colombia (CLEBA, Centro Laubach de Educación Popular Básica de Adultos); Costa Rica (INA, Instituto Nacional de Aprendizaje y Consultor Unesco); Chile (CIDE, Centro de Investigación y Desarrollo de la Educación y Consultor Naciones Unidas); Ecuador (CEPP, Programa de Educación a Distancia del Centro de Educación y Promoción Popular); Guatemala (Ministerio de Desarrollo Urbano y Rural, Departamento de Empresas Populares); México, (CREFAL, CEE, Centro de Estudios Agrarios; INEA; Secretaría de Educación Pública, Unidad de Promoción Voluntaria, Centro de Estudios Educativos); Nicaragua, (Ministerio de Educación, Departamento de Educación de Adultos); Perú (ITACAB, Instituto de Transferencias de Tecnologías Apropiadas para Sectores Marginales); Uruguay (CIEP Centro de Investigación y Experimentación Pedagógica); Venezuela (Ministerio de Educación, Centro Regional de Educación de Adultos); and the Regional specialist in Adult Education from OREALC).

Each participant presented the results of national studies and based on the debates originated in the Seminar, a series of conclusions and recommendations were adopted, among which the following stand out:

a) The traditional concept of postliteracy limited to a simple support to reading-writing and mathematical operations has been, in practice, overcome and has now, a wider connotation, rescuing, therefore, the basic needs of the attended population.
b) The greater part of programmes under study provide integral attention to the population.
c) Success indicators run by each programme correspond to the social perspective which is the base of said programmes; in this same sense, project originated in an educational instance are directed at conscience building; those coming from productive instances tend to accept conscience building and participation only in discourse, but in practice do not integrate them into the programmes.
d) Often it is not the trainer who chooses the popula-

77

tion to be attended, but the initiative springs from the population itself.

e) In some cases, training production and organization have, in practice, been integrated in a one and only instance, which is, at the same time enterprise and training centre.

f) There are cases in which the training methodological process presents mechanisms generating solidarity, cooperation and group integration which means a greater efficiency in the long term.

g) Evaluation and systematization have a leading role in programmes under study.

h) There is need to achieve an effective inter-institutional coordination as well as to overcome the existing dichotomy in most programmes posing the problem between stressing social and conscience building aspects, or the productive aspects.

i) Another challenge is to achieve that this type of programmes cover all stages of the productive process (from credit obtention to the marketing of the product).

j) There is additional need to diversify educational supply and try to close the gaps between education and productive work, formal and non-formal programmes, theory and practice transmission of traditional and modern technology.

k) Education should not center itself in personalyzed attention but assume a collective treatment. The greater part of programme attention is concentrated in youth and women's groups, showing how important these strata are due to their sensitivity to the socioeconomic crisis.

l) Organizations' proposals should be confronted with the subjects in a gradual modification process trying to create conditions allowing for the generation of their own responses.

m) Adequate material design and production is important. Therefore, it is necessary to elaborate support training material in conjunction with involved subjects, while training at the same time educators in the handling of these materials.

n) The definition of needs must be done starting from a joint action, that is, from the elaboration of a diagnosis between learners and those responsible for the programmes. It is particularly important to keep in mind the heterogeneity of needs of young people and women.

o) Women training should, in addition to including specific contents of the programme, incorporate those other aspects concurring to the strenghtening of their personal self-assertion and participation in community group life. Likewise, it should be understood that women are a natural part of any organization and their role in decision-making should be made easier.

p) Finally, it is vitally important to train capable educators to carry on postliteracy work linked to productive work.

Area: Adult education

Accion Line: Publications

Training and further training and teacher improvement in adult basic education centres

Regional Consultation Workshop, Uruguay, September 28-October 2, 1987. Final Report, Unesco-OREALC, Santiago, Chile, 1988.

This publication presents proposals for restructuring adult basic education as well as a recommendation in relation to permanent training for educators working in said modality. Aiming at putting these ideas into context, a diagnosis of the present adult basic education situation is being carried out. In this sense, the presence of a persistent traditional education model with methodologies conceived for children, non-critical and detached from real adult labour requirements and from their basic needs, is reasserted.

Among the proposals for needed changes, the following stand out: to link basic adult education with popular organizations; value the access to systematized knowledge as a means to increasing social participation levels as well as the popular knowledge supplied by participants. Seek the encounter between two experiences: the highly systematized and the "informal" schools, both carried in by the learners themselves. Articulate teaching-learning with productive processes. It is additionally accepted that the adult public school is the core from which a substantive basic adult education transformation may be generated, within the framework of an existing democratization will, from the part of the States as well as from civil society.

On the other hand, the crisis affecting adult basic education, is not an isolated phenomenon. Consequently, any change should be conceived within a wider perspective of a qualitative transformation of education as a whole and of the one destined to popular sectors in particular.

Area: Adult Education

Action Line: Research

Regional Study about Adult Basic Education

Adult basic education assumes in Latin America and

the Caribbean the characteristics of a formal, highly schooled modality, referred to the regular educational system, compensatory, non-differentiated and incapable, as yet, of a valid social and cultural response. The greater part of its problems –such as the "banking" model applied in the teaching-learning process– is shared by adult education in general and by the school as a whole. Nonetheless, for having adult basic education been constituted as a supplementary modality, the structural defficiencies of modern school have in it a new and more critical dimension.

On the other hand, there is almost no research concerning adult basic education. This lack of information adds "levity" to it resulting in scarce social visualization and political relevance. Starting from these considerations, Unesco-OREALC initiated a reflection process and a search of alternatives in relation to adult basic education.

The Intergovernmental Commitee of the Major Project of Education in Latin America and the Caribbean (PROMEDLAC II, Bogotá, April, 1987) elaborated recommendations concerning the need to study this modality. Consequently, and within the REDALF framework, a series of activities in relation to adult basic education, were initiated. In the first place, the Regional Workshop Seminar "Alternativas de Educación Básica de Adultos" (Adult Basic Education Alternatives) was held in Colonia Tovar, Venezuela, September 29, October 3, 1986. In the second place, the Regional Consultation Workshop on training and further training and improvement of adult basic education teachers, held in Montevideo, Uruguay, on September 28 - October 2, 1987; in the third place, the Workshop on Adult Basic Education Design (Santiago, Chile January, 11-13 1988) organized following the Colonia Tovar meeting's mandate in the sense of developing research about the subject. During the Workshop, general guidelines for designing a regional research project were elaborated.

During the first semester 1988 and upon the basis of the mentioned background information, the elaboration of the project was commenced. The regional descriptive character study aims at systematizing regional information about EBA (*) (Adult Basic Education) as well as outlining some comparative evaluation and projection criteria.

Up-to-date, data collection instruments have been elaborated and validated in Mexico and Chile; Likewise, agreements with national institutions for carrying out studies in various countries, were established. CREFAL wil be in charge of national studies in Mexico and Central America, and, as of September, field work will be initiated. The study will be carried out at two levels: one macro-structural (referred to all population under study) and Micro-structural (referred to specific cases). At the first level, the study will be combined, based on secondary data, with an inquest into a representative sample of establishments, teachers and students. At the second level, study cases will be carried out.

The following are research questions orienting the work: what role does EBA play in adult education and in education in general? to what extent can its development be associated to the democratization of teaching? What socio-cultural characteristics, incentive, aspirations and organization degree do students present? How does an EBA centre function? What are the characteristics and teacher level as well as their identification with this modality? How do the different actors (director, teachers, students) perceive the organization atmosphere of an EBA school, as well as the serious problems of this modality, and their possible solutions? What articulations are established in EBA between education-work and education-community? What innovative experiences have been developed and to what extent are specific populations attended?

(*) EBA (Educación Básica de Adultos)

International Literacy Year

1. Leaflet about the International Literacy Year, action suggestions, OREALC-CREFAL co-edition in English and Spanish.

This leaflet presents proposals and action suggestions formulated by the Havana Regional Technical Consultation participants, in the following aspects: national literacy strategies; training of literacy workers; use of means and teaching materials; postliteracy and permanent education; research, evaluation and systematization of experiences. The central conception of the leaflet is to motivate States, state organizations, specialists in the area, non-governmental organizations, and civil society in general, to develop in the countries, actions preliminary to the ILY (1990). Within this context, proclamation of 1990 as the International Literacy Year, should not be considered as a rhetorical act, but implying the generation and launching of new and renewed national literacy and postliteracy strategies that will make possible the achievement of the second objective of the Major Project of Education in Latin America and the Caribbean.

2. Literacy alternatives in Latin America and the Caribbean. Brasilia Regional Seminar,

79

Brazil, 1987, Santiago, Chile. Unesco-OREALC, 1988, 402 pp.

This publication is the result of a joint effort of the Ministry of Education of Brazil (MEC) and the Unesco Regional Office for Education in Latin America and the Caribbean (OREALC) ending with the realization of the Regional Seminar on Literacy Alternatives for Latin America and the Caribbean held at the Centro de Convenciones de Brasilia, on May 18-22, 1987.

Literacy history has had different courses of development corresponding to, and permeating with, the history of the social currents of each country. This has been manifested through different policies that favour, according to circumstances, certain population groups and certain types of formation, training, research, methodologies, teaching material and organization. Within this framework, this publication presents nine works referred to different historical experiences (Argentina, Brazil, Costa Rica, Cuba, Nicaragua, Peru) in conjunction with the seminar's development, and conclusions, debates and contributions of most interest for Latin American Spanish speaking countries. Furthermore, the main point of reflection and analysis in this publication, is the political dimension of literacy, particularly: a) the relation between the eradication of illiteracy, democratic consolidation processes in the region, and the construction of a new scientific, technological and economic development model; b) the need for a balanced development allowing high percentages of population to manage the basic cultural codes and become socialized within the framework of the scientific method. c) Educators must realize that literacy is a political act, consequently, must feel responsible for their own political convictions upon the pedagogical action, searching the dialectic, theoretical and practical relationship. In fact, their action must be covered with "courage" and clearness so as to effectively make of it a transforming action in and on the world.

Among the most impelling elements for reading the following ones are important: a) education and literacy perspectives in a country, like Argentina, undergoing a transition process after having been immersed in a "political freezing" model, towards more democratic instances, where deterioration of the quality of education, and "marginality by inclusion" are part of a reality co-existing with the image –or the presumption– of a high development of education; the creation, as of 1983, of formal education participation mechanisms, among which the summon to the Congreso Pedagógico Nacional (National Pedagogic Congress) which includes all citizens, social associations and corporations; b) the role of the State in literacy action. The Brazil case; the populist state, the authoritarian bureacratic state, the democratic state and illiteracy, and industrialization; c) literacy in countries with a high social and political movilization (Cuba, Nicaragua). National Literacy campaigns and cruzades, popular literacy workers, popular education collective; d) literacy as a citizen shaping element. Paulo Freire inquires about literacy limits as a practice capable of generating in learners, the will to assume their citizenship; proposes, once again, the rescue of everyday life by transforming language into an instrument of social and political revelation.

Area: Adult Education

Action Line: Technical assistance

Technical assistance to the Integrated Rural Education Plan (Chile)

Permanent technical assistance has been given to the "Plan Integrado de Educación Rural (PIER) (Integrated Rural Education Plan) developed by the Universidad de la Frontera and the Municipality of Lautaro (Chile) and destined to the Mapuche and non-Mapuche population of this zone. The advisory activity originated a reflection exercise about the project, its general objectives and specific actions. In particular, the bilingual inter-cultural education model was discussed and in the light of this approach, structure and contents of the first training courses for educators were revised during May and July; likewise, courses were programmed for this year's second semester. The courses carried out were destined to rural directors and teachers aiming at initiating educators in understanding that education, by ignoring the ethnic Mapuche origin of students, damages their action in the teaching-learning process. The themes treated were, "Education, language and culture" and "Education and communication". The courses' monitors succesfully used part of the didactic texts supplied by Unesco/OREALC, in particular those related with the theory of culture and the relationship between the mother tongue and the second one in education.

The new courses will deepen the themes already carried out in the first stage, making easier the relationship and practice of the two contact tongues in school, referring this development to the learning problems presented by the Mapuche pupils and incipient bilinguals. Introduction to oral communication in Mapudungun in school and Introduction to the relationship between Mapudungun and Spanish in the educational pro-

cess. The first course –through basic conversation and didactic games–, will initiate teachers in oral Mapudungun communication with their pupils. These courses will be carried out by Mapudungun speaking teachers, with PIER monitor's coordination.

The second course will study the incidence of asymmetric relationship between Mapudungun and Spanish in the teaching-learning processes; a relevant space will be devoted to the theoretical treatment of bilinguism; the Unesco "Language" and "Bilingual Education" (didactic manuals for the training of bilingual teachers) texts will be used.

Technical assistance activity involves also, advisory service to the team responsibe for the design and execution of the socio-cultural diagnosis in the Lautaro community; within this report, special stress will be given to socio-linguistic problems in this area.

It should be pointed out that the rural area corresponding to the IX Region and to the Lautaro community, is characterized by an asymmetric and unbalanced relation between the two ethnic components, namely, the Mapuche and the Spanish-speaking inhabitants. The mapuche culture is in a stage of decadence seen in the decline of its many ethnic expressions such as its tongue and groupal identity. Furthermore, this zone is one with the highest illiteracy and school failure indexes in the country.

Within this framework, it is for the utmost importance the training of cultural promoters and to instil in them and with them, an ideological revaluation of authochthonous tongue and culture. PIER can become a pioneer promoter in relation to indigenous education and in originating a team of national specialists in this subject.

OTHER OREALC ACTIVITIES

EDI Seminar. The World Bank through the Economic Development Institute (EDI), has organized a Seminar on Higher Education Policies in Latin America, to be held in Brasilia. The Seminar has two closely linked objectives: i) Improve the information on present policies and their impact on higher education quality in the region (ii) identify policies that could be tentatively carried out in the region.

Study on Basic Education repetition. Models for students' flow analysis are being carried out in the countries of the region allowing through this activity, the examination of information consistency handed in by Primary School directors, which is then tabulated by the statistical office of the Ministries. These models could, in the future, be utilized by countries interested in evaluating annual statistic information on the functioning of the educational system.

Publications on "The teaching of sciences and technology"

a) The teaching of sciences in the primary level and integrated teaching of sciences (Final Report of a meeting carried out in San José Costa Rica October 19-23 , 1987).

The Subregional Seminar-Workshop on Teaching of Sciences at the primary level and Integrated Teaching of Sciences, was carried out with the cooperation of the "Centro para el Mejoramiento de la Enseñanza de las Ciencias (CEMEC)-of the Ministry of Public Education-Costa Rica.

The following were the Basic Meeting's objectives:

- Approach analysis of scientific teaching in primary education and integrated teaching of science;
- Exchange of ideas and experiences of scientific teaching in primary education and of integrated science teaching.
- Encourage suggestions related to actions tending to improve scientific teaching in primary education and of integrated science teaching, concerning:
  - (i) Teaching-learning methodology;
  - (ii) design, construction and use of low cost didactic material;
  - (iii) didactic planning
  - (iv) considerations about teacher training.

Working documents were elaborated by OREALC/Unesco consultants for the Seminar Workshop, as well as material supplied by participants. A total of 25 participants coming from ten countries of the region (Argentina, Costa Rica, Cuba, Ecuador, Guatemala, Honduras, Nicaragua, Panamá, Dominican Republic and Venezuela) were invited in their personal capacity.

b) Computer Science, education and popular sectors. Background information for action project design.

Within the framework of the Unesco IV.2 Programmes "The science of education and the renovation of the educational process" and V.2 "Science and technology teaching", OREALC is promoting information exchange and the development of innovations in this field, especially regarding the use of computer science in the various teaching levels. Above all, as content and a more adequate pedagogic method for computer assisted teaching and as a learning and research instrument.

In this sense, the main efforts of official organizations and many others of a private nature, should aim, in the very near future, at making available science computer technology to the deprived sectors of the population in the different countries of the region. In fact, this has been one of the objectives considered in the preparation of a study intending to contribute with information for designing action projects.

This work, therefore, is part of the activities promoted by OREALC/Unesco in the already mentioned field.

OREALC will continue to reinforce similar actions and, within a global perspective, will make all necessary efforts for the launching, in the very near future, of horizontal cooperation actions on computer teaching-learning improvement and will, in this sense, initiate actions tending to materialize this objective.

OREALC PUBLICATIONS

- *Olimpíadas internacionales de matemáticas 1978-1986 y problemas suplementarios.* (Educación científica y tecnológica). Santiago, Chile, May 1988.

- *La enseñanza de las ciencias en el nivel primario y la enseñanza integrada de las ciencias.* Final report. Subregional technical seminar. San José, Costa Rica, October 19th.-23rd. 1987 (Educación científica y tecnológica). Santiago, Chile, May 1988.

- *Informática, educación y sectores populares.* Antecedentes para el diseño de proyectos de acción. Fidel Oteíza M. (Educación científica y tecnológica). Santiago, Chile, May 1988.

- *Enseñanza básica en las zonas rurales. Experiencias innovadoras.* Marcela Gajardo. Santiago, Chile, June 1988.

- *Educación preescolar y pobreza.* M. Angélica Kotliarenco. Documentos técnicos Nº 6. (PICPEMCE). Santiago, Chile, June 1988.

- *Ejecución, evaluación y perspectivas de programas extraescolares formales y no formales y su articulación con el sistema educativo.* Final report. Regional technical meeting, La Habana, Cuba October 16th.-24th., 1987. Santiago, Chile, June 1988.

- *Deserción y retención en programas de alfabetización. Bolivia, Honduras, República Dominicana.* Manuel A Sepúlveda. (REPLAD). Santiago, Chile, June 1988.

- *Formación de padres como educadores de sus hijos.* Final report. Regional technical seminar. Bogotá, Colombia, October 26th.-30th. 1987. (REDALF). Santiago, Chile, June 1988.

- *Alternativas de alfabetización en América Latina y el Caribe.* Regional seminar, Brasilia, Brazil, 1987. Santiago, Chile, July 1988.

- *Postalfabetización y trabajo.* Final report. Regional technical seminar, Pátzcuaro, Michoacán, México, March 14th.-17th., 1988. (REDALF). Santiago, Chile, July 1988.

- *Diseño de programa de formación de formadores en planeamiento y administración de la educación.* Final report. Madrid workshop, España, April 11th.-22nd. 1988. (REPLAD). Santiago, Chile, July 1988.

83

OREALC PUBLICATIONS

Publications may be asked to the Unesco Regional Office for Education in Latin America and the Caribbean.
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